

DOCUMENT RESUME

ED 098 672

EA 006 510

TITLE Preliminary Feasibility Study for the Establishment and Use of an Education Voucher System in Gary, Indiana. Volume 1.

INSTITUTION Gary City Public School System, Ind.; Institute for the Advancement of Urban Education, New York, N.Y.

SPONS AGENCY Office of Economic Opportunity, Washington, D.C.

PUB DATE May 71

NOTE 124p.; A related document is EA 006 511

EDRS PRICE MF-\$0.75 HC-\$5.47 PLUS POSTAGE

DESCRIPTORS Administrator Attitudes; Board of Education Role; Community Attitudes; Community Characteristics; *Community Surveys; *Education Vouchers; Elementary Secondary Education; Equal Education; *Information Dissemination; *School Community Relationship; Student Ability; Urban Education; *Urban Schools

IDENTIFIERS Educational Voucher Agency; *Gary; Indiana

ABSTRACT

Due to limited time and money, this feasibility study focused primarily on the desirability of using vouchers as that desirability could be measured in the awareness, acceptance, and willingness of inner-city Garyites to participate in an education voucher pilot program. The study began with a two-month information campaign to inform Garyites about vouchers, followed by a survey to measure the awareness and attitudes of different segments of the community. Useable data were collected from 498 parents and inner-city residents and 343 school employees, including teachers, principals, and central office administrators. Findings showed that 56.5 percent of the community residents surveyed had not heard of the education voucher program; nonetheless, 53.8 percent indicated they would be willing to participate, while 31.5 percent were undecided. Only 8.2 percent of the teachers and 5.7 percent of the principals surveyed were unaware of the voucher program, and 47.3 percent of the teachers and 74.1 percent of the principals were willing to participate. The undecided were 39.1 percent of the teachers and 14.3 percent of the principals. (JG)

ED 098672

PRELIMINARY FEASIBILITY STUDY
FOR THE ESTABLISHMENT AND USE OF AN EDUCATION VOUCHER SYSTEM
IN GARY, INDIANA

VOLUME I

U.S. DEPARTMENT OF HEALTH,
EDUCATION & WELFARE
NATIONAL INSTITUTE OF
EDUCATION

THIS DOCUMENT HAS BEEN REPRODUCED EXACTLY AS RECEIVED FROM THE PERSON OR ORGANIZATION ORIGINATING IT. POINTS OF VIEW OR OPINIONS STATED DO NOT NECESSARILY REPRESENT OFFICIAL NATIONAL INSTITUTE OF EDUCATION POSITION OR POLICY.

This report was prepared pursuant to a grant to the Board of School Trustees of the School City of Gary, Indiana by the U.S. Office of Economic Opportunity under the provisions of the Economic Opportunity Act of 1964.

Subcontractor: Institute for the Advancement of Urban Education

SUBMITTED TO:

Dr. Gordon McAndrew
President
School City
Gary, Indiana

by

Institute for the Advancement of Urban Education
55 West 42nd Street
New York, New York 10036

EA 006 510

TABLE OF CONTENTS

VOLUME I

	<u>Page</u>
FOREWORD	vii
ACKNOWLEDGEMENTS	viii
PREFACE	x
I. INTRODUCTION	1
A. Limitations	2
II. BACKGROUND	4
A. Gary, Indiana: A Brief Demographic Description	5
III. THE STUDY	7
A. The Problem.....	7
B. Objectives	8
IV. METHODOLOGY	9
A. Rationale	10
B. Stakeholders Defined	11
C. Components of Study	11
D. Public Information Campaign	12
E. Workshops and Forums	14
F. The School and the Community Surveys	16
G. Sample Procedures	17
H. Results of Sampling	23
I. The Survey of Political & Civic Organizations	23
J. Community Survey	24
K. The School Board Member Interview	24
L. Description of Field Activity	24
M. Plan of Analysis	26

TABLE OF CONTENTS (cont.)

	<u>Page</u>
V. FINDINGS	28
A. Demographic Description of Gary School Communities.....	
Introduction to Community/Parent Survey Findings	51
B. Community/Parent Survey	52
Awareness	59
C. School Personnel Survey	61
D. Issues	70
Structure	71
Parental Choice	73
Regulatory	74
Church/State	76
Segregation	76
Legislation	77
E. Workshops/Forums	78
F. Civic & Political Organizations and Offices ...	81
G. Board of Education Members Interview	87
VI. CONCLUSIONS	95
VII. RECOMMENDATIONS	104

LIST OF TABLES

VOLUME I

	<u>Page</u>
CHAPTER II	
1. A Comparison of Test Scores in the Metropolitan Achievement Tests (Grade 2) and the Iowa Test of Basic Skills (Grades 4 and 6) administered in October, 1970	6
CHAPTER IV	
2. Number of Blocks in Each Census Tract	19
3. Number of Persons for Parent/Community Survey by Census Tract and Blocks	21
CHAPTER V	
4. Number and Percent of Each Ethnic Group and Median Income by Target Area	30
5. Gary Elementary Schools Reading and Arithmetic Test Scores Ranked by Percent of Black and Indigent Students and School Capacity	33
6. Gary Public Schools Pupil Enrollment by Ethnic Groups and Building Utilization	50
7. Types of Questions raised by Workshops/Forums Participants	79
8. Organization Area of Interest Gary, Indiana	83
9. Sources of Issues on the Education Voucher System brought to the Attention Civic and Political Organizations and Offices	85

LIST OF SUMMARY TABLES

	<u>Page</u>
CHAPTER V	
1. Structure	71
2. Structure	71
3. Structure	72
4. Parental Choice	73
5. Regulatory	74
6. Regulatory	74
7. Parental Choice	73
8. Regulatory	75
9. Church/State	76
10. Segregation	76
11. Legislation	77
12. Legislation	77

LIST OF FIGURES

VOLUME I

	<u>Page</u>
CHAPTER V	
1. First hearing about the Education Voucher Program	53
2. Sources of Information on the Education Voucher Program	54
3. Decision about the Education Voucher Program	55
4. Desirability of the Education Voucher Program....	56
5. Most (Least) desirable features of the Education Voucher Program	57
6. Willingness to use the Education Voucher Program	58
7. Awareness of the Education Voucher Program	62
8. First hearing about the Education Program	63
9. Most common sources of information about the Education Voucher Program	64
10. First source of information about the Education Voucher Program	65
11. Decision about the Education Voucher Program	66
12. Desirability of the Education Voucher Program ...	67
13. Most (Least) desirable features of the Education Voucher Program	68
14. Willingness to use the Education Voucher Program.	69
15. First hearing about the Education Voucher Program	80

LIST OF MAPS

	<u>Page</u>
CHAPTER V	
1.1 Percent Overutilization in Gary Elementary Schools	40
1.2 Percent Underutilization in Gary Public Schools	41
2.1 Percentage of Blacks in Gary Elementary Schools...	42
2.2 Percentage of Spanish American in Gary Elementary Schools	43
3.1 Performance of Students in Reading for Gary Elementary Schools (Grade 2)	44
3.2 Performance of Students in Reading for Gary Elementary Schools (Grade 4)	45
3.3 Performance of Students in Reading for Gary Elementary Schools (Grade 6)	46
3.4 Performance of Students in Arithmetic for Gary Elementary Schools (Grade 4).....	47
3.5 Performance of Students in Arithmetic for Gary Elementary Schools (Grade 6)	48
CHAPTER VII	
4.1 Proposed Target Areas Plan A	109
4.2 Proposed Target Areas Plan B	110
4.3 Proposed Target Areas Plan C	111

FOREWORD

Recently there has been a good deal of discussion and study of the failure of the American Public Education System. The analysis in this report seeks to survey and initiate those processes necessary for the development and testing of possible solutions to the oft-described problems facing the urban school today. At the base of our efforts are those ingredients which we feel are essential in arriving at workable solutions; they include the following: identification and involvement of the various publics having a stake in the success of the schools (stakeholders); reinforcement of the principle of parent responsibility for the education of their children; development of educational options within and outside the schools, to deal with specifically identified problems of learning; the strengthening of teacher performance by providing them with the additional resources (human and material), training and educational technologies with which to do their jobs. As a whole, this approach involves the development of educational options coupled with a basically humanistic approach to learning, wherein each participant in the learning process is seen as an individual requiring unique approaches.

The Education Voucher Feasibility Study in Gary, Indiana reported upon here has provided us the opportunity to test several of these basic principles.

Lloyd B. Hunter
President
Institute for the Advancement
of Urban Education

ACKNOWLEDGEMENTS

This study was a cooperative enterprise. The valuable time and resources of many individuals in the Gary Community were often requested, if not required, by the IAUE Program and Research Staff.

Therefore, we would like to acknowledge the invaluable aid of the following persons.

In particular, we would like to give our special thanks to Dr. Gordon McAndrew, President of School City, for his numerous contributions, including taking time out of his busy schedule to allow us to interview him for the purpose of instrument construction. For the very worthwhile suggestions and bits of information which were submitted during the early stages of our study, we thank Dr. Carrie Dawson, Director of Developmental Programs and Mr. Nicholas McDonald, Director of Instruction.

Mr. Benjamin Luna, Research Assistant, and Mr. Sherman Newell, Director of the Teacher Corps, provided constant and helpful assistance throughout the duration of the study.

Other persons equally helpful during the early stages of this study were Mr. William Wallace, Elementary School Supervisor, Mrs. Gertrude Ward, Principal of Jefferson School, Mrs. Mary Leuka, Principal of Kuny School, Mr. Max Lynch, Principal of Marquette School and Mr. Turley Pryor, Principal of Carver School, where the IAUE Education Voucher Study Staff Office was located. All of these persons cooperated in giving us information and insight into the educational problems in Gary.

In addition, the School City Research Staff was very helpful in supplying us with existing statistics and reports on the Gary School system--especially, Drs. Walter Wiley, William Hoock and Julius Stratton. Persons outside of Gary School City personnel who were helpful included Monsigneur Melvage who we thank for aid in obtaining information on Gary's

Catholic schools as well as for taking an active part in our Workshop and Forum Programs.

We would like to give our special thanks to Mr. Morris Kaufman, Chief Deputy Housing Coordinator for supplying our staff with the tools necessary to conduct our community sample survey.

Finally, we thank each member of the Gary School Board for their cooperation in providing us with a great deal of valuable information in separate interviews.

PREFACE

This is a report on a sample of Garyite's response to the feasibility of the concept of an Education Voucher System. The information included in the report, however, will be of interest not only to the residents of Gary and to the Gary School Board Members, the client for whom this study was conducted, but for other interested citizens, organizations and government officials. For this reason, attempts have been made to write it in a style which may be read and easily understood by a wide variety of persons. To achieve this level of readability and conciseness, detailed and technical tables are included in Volume II (the Appendices) and only data which form the basis for reaching a conclusion and making recommendations are included in this text.

The value of any research, however, is dependent upon what one can learn from it in terms of its translatability to specific action components or remedial measures.

Most proponents of the sample survey technique would add that the findings obtained from the study of the sample are only valid to the extent that they may be generalized to a larger population or universe with the least amount of error. In this study, attempts have been made to reduce this error through stratification and replication. That is, by selecting at random, persons from homogeneous groups and looking at them one at a time, the chances of error are minimized. The conditions under which this sample was taken did not permit more than limited generalizability however (see Chapter I, Section A 5).

In this study, we have tested our hypotheses with parents, community residents, teachers, administrators other than principals, principals and other school workers.

(continued)

This study has been undertaken with an appreciation for the several processes required to bring about the improvement in the quality of education and educational opportunities for all of its publics.

We hope that those who read it will find it instructive.

Joseph C. Young
Director of Research
Institute for the Advancement
of Urban Education

INTRODUCTION

The primary objective of this study was to assess the feasibility of initiating a pilot program in the use of Education Vouchers in Gary, Indiana. In order to accomplish this objective, several secondary objectives had to be undertaken. These objectives, and the degree to which they were attained are discussed fully in the succeeding chapters of this report.

For the purposes of this study, the term feasibility is defined operationally in terms of the desirability, workability and advisability of Gary's becoming a Pre-Voucher Planning site. Operational definitions for these component terms are essentially as follows: ¹

Desirability: Measurement of this characteristic would be determined by the extent or level of Garyites' (stakeholders) awareness (information about) of such a proposed system; their acceptance of it; and their ability and willingness to institute it and make use of it.

Workability: Measurement of this term would be determined by the extent to which Garyites would agree upon the regulatory mechanisms for the proposed voucher system; the eligibility criteria; the structural (EVA) requirements and other programmatic considerations such as the educational content of the voucher schools, etc.

Advisability: This term was to be based upon the extent to which the conditions of the first two were met. It would constitute essentially the judgemental aspect of the feasibility study.

¹For elaboration please see Operationalization, Appendix A.

A. Limitations

Several limitations in addition to those described in our Operationalization document (see Appendix A) have worked to narrow the scope of our efforts such that only the desirability component will be reported on here.

The basic limitations cited in our operationalization document had to do with time, funds and statistical matters. During the conduct of the study, several other factors emerged which affected greatly the conduct and scope of our efforts. They included the following:

1. Communication Systems

The use of the School City Communication Systems (selected as a means of conserving costs in an already limited budget) proved to be inadequate as a way of reaching some key desired target groups (parents, teachers). While approximately 40,000 pieces of information were distributed via the School City communication system, it was estimated that as much as 40% of the material was either not distributed by the schools or was distributed too late to be effective. This resulted in our having to resort to alternate means of communication.

2. Political Campaign

The overall conduct of the study was hampered severely due to the fact that Gary was in the middle of a bitterly contested Mayoralty Primary. There was a general air of suspicion with regard to the Questionnaires and Opinion Sampling, with the voiced feeling that it was being conducted for political purposes.

3. Rivalling Programs of Innovative Nature

Several major educational programs of highly innovative nature were recently launched in Gary, and the advent of the Voucher Study tended to fit into existing disputes regarding their merits.

4. Racial Isolation and Antagonism

While Gary has not suffered any overt racial conflicts of any consequence, as have other urban centers, it is nonetheless almost classically racially isolated. There is the large inner city area, almost 100% black, surrounded by a sizeable Latin community (Brunswick, Edison), white (Aetna-Miller) and disannexation-minded white (Glen Park). Due to antagonism and fears (real and fancied) it was difficult to get persons to attend evening workshops and/or to gain access to homes for questionnaire retrieval and interviews.

5. Sample Size

A 4.37% (1,750) sample of Gary's 40,000 households was selected randomly for administration of the survey instruments. We were only successful in sampling about 500 Respondents in the community survey or 1.25% of Gary's total households. An additional total of about 1,500 Respondents was sampled, drawn from other special publics including school personnel, government administrators and other persons at large.

Due to the low return on our community survey, the data thus obtained will have limited reliability in terms of its generalizability to all of Gary's residents. However, we believe that the data presented herein will provide many useful insights with respect to the various publics in Gary, who would be essential to the effective institution and management of an Education Voucher System.

The manner in which these and other limitations were coped with are discussed in depth in Chapter IV.

BACKGROUND

In December, 1969, the Office of Economic Opportunity, Washington, D.C., contracted with the Center for the Study of Public Policy, Cambridge, Mass., to conduct an intensive study of the concept of voucher education. The Center's task included the following: to define the problems more clearly; to examine different types of education voucher systems; and to suggest a specific system that would maximize the advantages and minimize the disadvantages of the concept.²

After an exhaustive process of investigations and consultations, which culminated in two sizeable reports to OEO by the Center for Public Policy,³ several school districts were identified as having interest in exploring a Preliminary Feasibility Study in the use of education vouchers on a no commitment basis. These included the following:

San Francisco, California

San Diego, California

Alum Rock, San Jose, California

² A Proposed Experiment in Education Vouchers, page 5; OEO Pamphlet 3400-1, January, 1971. (See Appendix B).

³ Education Vouchers: A Preliminary Report on Financing Education by Payments to Parents; Center for the Study of Public Policy, Cambridge, Mass., March, 1970. Education Vouchers: A Report on Financing Elementary Education by Grants to Parents; Center for the Study of Public Policy, Cambridge, Mass., December, 1970.

Seattle, Washington

Gary, Indiana

Only Alum Rock and Gary have actually initiated preliminary feasibility studies in the use of the voucher to date.

A. Gary, Indiana: A Brief Demographic Description

Gary, Indiana today is essentially a one industry town. Work in the steel industry accounts for more than half of the employment of Gary's estimated work force of about 55,000. Its total population of about 175,000 represents a net decrease of about 3,400 over the last 10 years. Gary's population is about 53% black, 33% white, and 13% Spanish surnamed, and 1% other. Gary's school population of about 47,000 students has also shown a decrease of over a thousand students within the last two years. The usual reasons which have been proffered for these decreases in population (usually the result of the flight of the middle class white from Gary) include pollution, decaying conditions in the schools, and crime upon properties and within the communities. Gary's present school population is about 65% black, 25% white and 10% Spanish surnamed.

In the last four years, there has been a marked concentration of municipal effort to correct the most glaring of Gary's ills: urban renewal has been accelerated, job training has been emphasized and promising innovative programs have been introduced into the schools. In this atmosphere of rejuvenation and experimentation, it was not surprising, therefore, that Gary's Board of School Trustees voted unanimously, at its September 8, 1970 meeting, to approve application

for a grant from OEO to conduct a preliminary feasibility study in the use of education vouchers.

While an education voucher system was not looked at as providing the answers in and of itself to the educational priorities identified for Gary's schools, it was viewed as a vehicle for mobilizing the resources of the community, the schools, and other non-school sources, in an attack on the schools' problems. The possibilities of attracting business enterprises into the educational arena, of developing new schools and program options, and trying out new educational technologies seemed particularly promising to the President of the School City. He had already launched a massive assault on the 2-3 year retardation in reading and arithmetic as determined by standardized test scores. And, while the latest scores indicate that Gary's students are still below national norms in these skills, the gap is beginning to be closed. For example, the following table will show a comparison of test scores in the Metropolitan Achievement Tests (Grade 2) and the Iowa Test of Basic Skills (Grades 4 and 6) administered in October, 1970.

Grade	Reading Comprehension			Arithmetic	
	2	4	6	4	6
Citywide	2.5	3.5	5.1	3.8	5.2
National Norm	2.6	4.2	6.1	4.2	6.1

Table 1

As we embarked on this study, the following were identified as some of the major concerns and/or issues facing the Gary schools:

- 1) Stringent budgetary constraints making it necessary to entertain several money saving techniques including laying off sizeable numbers of teachers in the Fall, 1971.
- 2) Steady pupil population decline and shifts leaving many under-utilized buildings in the inner city and creating much over-crowding on the outskirts.
- 3) The launching of a systemwide decentralization plan. Creating three fully decentralized units.
- 4) The changeover from a 6-3-3 to a 4-4-4 educational pattern.
- 5) Racial isolation and hostilities among the various school communities usually surrounding the elementary schools.
- 6) The initiation of a program in which an entire elementary school was sub-contracted out to a private firm.

III

THE STUDY

A. Problem

As stated previously, the primary objective was limited to the testing out of desirability, which, in turn, was looked at in terms of awareness, acceptance of and willingness to use Education Vouchers.

Information concerning a particular program or idea is best understood by persons if it is communicated not just in conceptual terms, but also in terms of its alleged or potential issues and consequences. The nature of this study, therefore, being limited to a

discussion of the conceptual framework of education vouchers, posed an additional factor that had to be dealt with. In essence, this added another dimension to the objectives of the study in order to test out desirability. We not only had to find out whether or not people in Gary were aware, were in acceptance of, and would be willing to participate in an education voucher system, but we also had to make certain that residents of Gary were in possession of the proper information concerning education vouchers.

B. Objectives

The specific research and program objectives of this aspect of the study in order to test out desirability are:

- 1) To determine whether or not people in Gary are aware, in acceptance of and willing to participate in an education voucher system.
- 2) To plan, devise and implement specific strategies to increase the likelihood that Gary citizens would receive information that would:
 - a. inform them that education vouchers were being considered for Gary;
 - b. make them aware of the issues and possible consequences alleged to be attached to education vouchers;
 - c. make it possible for them to come to a decision regarding their willingness to participate in an education voucher system.
- 3) To determine and assess Gary citizens' reactions to an education voucher system in terms of:
 - a. alleged issues and possible consequences;

- b. their support or non-support of particular issues and possible consequences;
 - c. their estimate of the appropriateness of education vouchers for the schools of Gary.
- 4) To assess the Gary population in terms of:
- a. the number and types of persons such a program could affect directly;
 - b. the characteristics of these persons for identifying possible target sites;
 - c. the likelihood that there would be sufficient persons willing to participate in a program in education vouchers to warrant further study and/or program activity.

IV

METHODOLOGY

Various methods and processes were employed to attain the objectives associated with testing out the desirability of an education voucher system. They included:

- 1) A public information campaign composed of:
 - a. Use of the media
 - b. Workshops
 - c. Forums
 - d. In-home meetings
 - e. Speakers bureau
 - f. A door-to-door campaign
- 2) A community survey
- 3) A survey of school personnel

- 4) A survey of civic and political organizations or offices
- 5) School board member interview
- 6) A demographic analysis of the Gary population

In addition, the following secondary objectives were achieved:

- 1) Formulation of a 15 member Pre-Planning Education Voucher Board (see Chapter V)
- 2) Demographic description Gary's schools
- 3) Identification of "stakeholder" groups for participation in the development of specific education voucher models (both structural and pedagogical)

These methods and processes are not listed in the order in which they meet the objectives described on Page 8, Chapter III. Some methods contribute to more than one objective while other methods combine to satisfy a single objective.

The rationale for each of these methods will be described in detail below. Explication will be given for the particular objective or objectives being satisfied together with the rationale for linking method and objective.

A. Rationale

In this study, the Gary population is not seen as a monolithic structure. It is seen as composed of various groups or publics called "stakeholders." Each stakeholder group has particular interests, views, and orientations that are unique to it. In addition, the various publics may have interests, views and orientations that are common to each other. For example, they may all support or not support education vouchers, although not necessarily for the same reasons. Thus, it is

important to employ strategies which are likely to have maximum effectiveness with each stakeholder group. For these reasons various types of public information campaigns and strategies were employed. It should be noted, however, that each campaign strategy is not necessarily linked to one specific stakeholder group. For economy and sheer necessity, a particular campaign strategy was employed to reach several stakeholder groups. Conversely, for some stakeholder groups more than one campaign strategy was employed.

B. Stakeholders Defined

For the purposes of this study stakeholder groups have been identified as parents, community residents, school personnel (school board members, central office administrators, principals, teachers, paraprofessionals and other school workers) and civic and political organizations and offices such as those of the Mayor and the Governor. The Urban League, the NAACP, the American Civil Liberties Union, PTA groups, Teachers Unions and church groups were also included as civic and political organizations. All of these stakeholder groups were invited to the workshops and forums and still others were contacted as a basis for planning in-home meetings and speakers bureau meetings. This approach was very useful in that many people have alliances with several stakeholder groups and if they were missed when one stakeholder group was contacted, there was an opportunity to contact them through another.

C. Components of Study

The multiple components of the study design are related to each

other in an interdependent manner. For example, the public information campaign had inputs for the community or school survey just as these two components had inputs for the public information campaign. Following is a description of each of these components.

D. Public Information Campaign

In accordance with the basic purposes of the study, the public information campaign was designed to inform all Gary stakeholders of the components of an education voucher system and collect feedback to help gauge the opinions of the stakeholders.

One of the basic purposes of the campaign was to answer specific questions and to clarify specific issues relating to the concept of an education voucher system. Approximately 40,000 pieces of information were distributed weekly between 3/1/71 and 4/30/71.

At the outset of the campaign a press conference was held at Gary School City to which representatives of all media were invited. Representatives from IAUE and Gary School City conducted the conference; the particulars of the OEO -School City contract were discussed as well as the role IAUE would play in the effort. General information on an education voucher system was discussed and the main purposes and guidelines for the feasibility study were clearly defined.

Throughout the study newspapers and radio were used to inform the residents of Gary of the progress of the study and of upcoming voucher activities.

Workshops and Forums were announced on radio through public service spots during March and April. In addition, IAUE staff members participated in local radio "talk" shows, answering questions called in by citizens or discussing issues with panels composed of representatives from pro-and-con interest groups.

In terms of informing the entire Gary population of vouchers, the media was clearly IAUE's most valuable resource. Judging from the volume and extent of the coverage received and the feedback obtained from stakeholders, a large percentage of the Gary population first learned of the study and followed its progress through the newspapers and radio. (See Figure 1)

In an effort to reach the various interest groups within Gary, a list of approximately 600 public and private agencies, organizations and groups was compiled. All directors of agencies, as well as all K-6 principals and teachers (both public and parochial) received information on the purposes of the study, general background on vouchers and a letter requesting informational feedback on the issues each group felt were important for discussion and clarification.

Workshop and Forum attendees received all basic informational materials and were sent follow-up information throughout the remainder of the study.

The basic information kit consisted of a compilation of the most frequently asked questions (with answers) on education vouchers; a reprint of the OEO pamphlet, "A Proposed Experiment In Education Vouchers;" and reprints of several articles on voucher education. (See Appendix B)

In addition, limited copies of the Jenck's report were available. This material was supplemented throughout the course of the study with additional, more specific items such as workshop schedules and objectives.

Flyers announcing each workshop and forum were sent out through the School City distribution facilities to each K-6 school child each week. The child was instructed to take it home to his parents.

An entire issue of Progress, the Gary School City organ, was devoted to the voucher education system. The Progress has a circulation of approximately 26,000 and an additional 4,000 copies were needed; this comprised IAUE's mailing list of approximately 30,000 for the study.

By using the vehicles of the media, the mails and the basic information kit, and by aligning the public information campaign closely with the research component of the study, a consistent pattern of information dissemination and feedback was maintained throughout the course of the study. (See Appendix B - Newsclippings)

E. Workshops and Forums

Workshops, which were essentially task-oriented group meetings, provided a medium for informing people about an education voucher system as well as a basis for discussion of the issues or alleged consequences of an education voucher system. Efforts were made to inform the public accurately about the concept of the voucher, the issues involved and the possible consequences in terms of what it could or could not do for children of elementary school age in Gary. The format

of the workshops consisted of a panel of facilitators who were familiar with various aspects of the concept of an education voucher system. Smaller groups were organized to explore specific issues more thoroughly. This approach proved to be very useful in that it helped to identify the major concerns of the workshop participants, in such a way that they could be dealt with in subsequent meetings. Workshops, which averaged approximately 15 attendees per session, allowed for an effective pattern of interaction and issue identification. Forums, on the other hand, averaged approximately 35 attendees per session and tended to explore the issues in their broader contexts. This included an examination of the total school, total educational needs, and alternative approaches for satisfying those needs. (See Appendix C for Workshop and Forum outlines.)

Although the format of the workshops and forums was varied, by virtue of the fact that they were public meetings, they tended to become limited both in time and scope. Consequently, several in-home meetings were instituted to deal with issues in greater depth, as well as to establish better contact with special interest stakeholder groups.

A speakers bureau, composed of a corps of local persons, was organized to respond to the requests from various agencies, schools and civic organizations for speakers on an education voucher system.

These approaches allowed the public information campaign to focus more directly upon the total school community. In essence, the use of these various strategies enhanced our ability to attain the requirements

of proper information dissemination. (See Objective #2, Page 8).

In addition to satisfying this objective, the public information campaign was also used as a vehicle to help satisfy objectives #1 and #3. At workshops and forums as well as at the in-home and speakers bureau meetings, questionnaires were passed out to participants in order to collect information on their awareness and reactions to issues and consequences considered to be inherently attached to the voucher concept. The questionnaires are included in our analysis of findings and are reported upon more fully in Chapter V.

F. The School and the Community Surveys*

These two methods will be described together since they both basically satisfy the same objectives. (See page 8, #1 and #3) The Gary population is viewed as being made up of various stakeholder groups, therefore, each method was devised as a strategy to satisfy the overall objectives as they related to a particular stakeholder group.

Thus the school survey was used to meet objectives #1 and #3 for school personnel, excluding school board members who were interviewed. The community survey was employed to meet the same objectives for parents and community residents.

Furthermore, both the community and school survey forms employed similar sampling procedures. The method used in each case was a stratified random sampling. With this method the sampling error will be smaller than it would be in simple random sampling because selection of

* See Appendix D for Community/Parent - School Personnel Surveys.

persons (units) are made from strata which are homogeneous. Thus, in the case of school personnel, selection was made from strata of central administrators, principals, teachers, paraprofessionals and other school workers. In the community, selection was made from blocks within census tracts. Assuming that people who live on the same block are more similar to each other on any socio-economic index than they are to those on other blocks, one can legitimately call blocks a strata. The procedure for selecting the parent/community sample and the school personnel sample is outlined directly below.

G. Sampling Procedures for School Personnel/Community Surveys

1. Sampling universes were identified as:
 - A) Parochial schools
 - B) Public schools
 - C) Parents and/or community residents
2. Within universes (A) and (B) strata were identified and data collected as follows:
 - a. Central administrators
 - b. Other central office workers
 - c. Principals
 - d. Other school administrators
 - e. Paraprofessionals/teacher aides
 - f. Other school workers

Each person (unit) within each stratum was assigned a number, and those numbers were compared with a table of random numbers for inclusion in the sample.

3. Within universe (C) clusters were identified as census tracts and from these clusters block groups and strata of blocks were, in turn, collected.
 - a. For this universe, a range of block groups was identified from 1 to 9. These numbers were compared with a table of random numbers for selection of block groups. Within these block groups, a range of blocks were identified from 01 to 30 and these numbers were compared with a table of random numbers for inclusion in the sample strata.
 - b. For these strata (blocks) it was determined that it was not necessary to include all four sides (of the block) in order to obtain a representative sample of the strata. In fact, including all four sides would have lead to over-sampling and over-concentration of persons where population density is high. Therefore, sides of blocks were assigned numbers in the following manner:
 - (1) North
 - (2) South
 - (3) East
 - (4) West
 - c. These numbers, in turn, were compared with a table of random numbers in order to determine which side of the block to be included in the strata. Whenever all housing units on an entire side were either vacant or demolished, the side representing the next highest number was selected.
 - d. Finally for each of these strata the Gary City Directory was used to list the residents of a side of a particular block (those residents to be included in the strata). This

Table 2

NUMBER OF BLOCKS IN EACH CENSUS TRACT

CENSUS TRACTS	Block Group									TOTAL
	1	2	3	4	5	6	7	8	9	
101	3	2	1	2	2	1				11
102	2	4	3	2	2				2	15
103	3	2	3	1	3	2	1			15
104		1	1	1	1	1	1			6
106	2	2	2	2						8
107	1	1	1							3
108	1	1	1							3
111	1	1								2
112	1	1	1							3
113	1	1	1							3
114	1	1	2	1						5
116	2	2	2	1	2	1	2	2		14
117	1	1	1							3
118	1	2								3

33
61

Table 2 (continued)

NUMBER OF BLOCKS PER CENSUS TRACT CONTINUED

CENSUS TRACT	Block Group									TOTAL
	1	2	3	4	5	6	7	8	9	
119	2									2
120	2	2								4
121	2	2	2	1						7
122	1	2	1	1	2	1				8
123	1	1		1	1					4
124	1	1	1	1						4
125	1	1	1		1	1				5
126	1		1	1	1	1				5
127	1	1	1	1	1	1	1			7
128	1	1	1	1						4
130	1	3	2	1	2	2				11
131	2	3	1	3	2	1	2	2		16
133	1	2	1	2	1					7
TOTAL	37	41	31	23	21	12	7	4	2	178

Table 3

NUMBER OF PERSONS FOR PARENT/COMMUNITY SURVEY
BY CENSUS TRACT AND BLOCKS

CENSUS TRACT	Block Group									TOTAL
	1	2	3	4	5	6	7	8	9	
101	17	10	5	12	12	2				58
102	20	20	17	11	15					92
103	29	10	7	13	18	6	5		9	88
104		30	2	10	6	6	1			55
106	14	44	14	13						85
107	10	2	18							30
108	21	38	57							116
111	6	28								34
112	2	12	27							41
113	4	1	10							15
114	8	7	10	2						27
116	17	8	18	5	5	1	7	7		56
117	15	11	30							19
118	3	16								

Table 3 (continued)

NUMBER OF PERSONS FOR PARENT/COMMUNITY SURVEY

BY CENSUS TRACT AND BLOCKS CONTINUED

CENSUS TRACT	Block Group									TOTAL
	1	2	3	4	5	6	7	8	9	
119	47									47
120	21	15								36
115	11	14	12	18	4	5	5			53
121	15	11	1							91
122	14	20	11	24	5	17				78
123	24	1		22	31					45
124	13	18	7	7						75
125	11	4	13	32	15					19
126	6		7	1	1	4				98
127	27	24	11	16	9	8	3			65
128	12	27	24	2						83
130	11	22	3	18	10	19				172
131	19	27	15	18	10	11	58			34
133	1	9	8	16						1680
TOTAL	387	430	325	223	137	74	74	21	9	
	398	444	337	241	142	79	79	21	9	

directory lists city residents by street address, including intersecting streets.

H. Results of Sampling

The sampling procedures resulted in the following sample sizes within each universe and for each stratum:

A. Parochial Schools

1) Principals	18
2) Teachers.....	66
3) Other School Workers	1
Sub Total	85

B. Public Schools

1) Central Administrators	15
2) Principals	49
3) Other Administrators	29
4) Teachers	670
5) Teacher Aides	62
6) Other School Workers	311
Sub Total	1136

Total All Schools 1221

C. Community

1) Community Residents and Parents ..	1750
---------------------------------------	------

I. The Survey of Political and Civic Organizations*

The total sample of this group was 108.

Random sampling procedures were not used to select representatives for this stakeholder group. This group was selected as a result of formal and informal interviews of various persons in the public and parochial schools and in the community. Questionnaires were mailed

*See Appendix D, Political and Civic Organizations Survey.

to each of these organizations to be completed and returned. (See page 28 for Findings)

J. Community Survey

The total sample in this group (1750) was selected by Census Tract and Block Group as shown in Tables 1 and 2 respectively. This sample was drawn from 178 Blocks which were randomly selected.

K. The School Board Member Interview*

All five board members were interviewed. By employing an interview rather than a questionnaire, we were in direct contact with each board member and were permitted unique insights of the reasons individual board members considered an education voucher system a possibility for Gary Schools. Moreover, the interview allowed us to cover a wider range of issues and topics with this stakeholder group.

L. Description of Field Activity

Questionnaires were mailed to community residents, parents, school personnel and civic and political organization and offices. Two types of questionnaires were employed in sampling the community residents and parents: a long form (60 items) was sent to a sample of 250 persons; a short form (30 items) was sent to 1500 persons. (See Appendix D.)

Both forms were designed to measure the respondents' awareness, acceptance of and willingness to participate in an education voucher system. However, the long form has included an additional 30 items in

*See Appendix D. School Board Member Interview.

the form of Likert statements concerning structure, consequences and issues pertinent to the proposed education voucher system.

In addition to the limitations previously mentioned, population movements due to urban renewal activities affected the mail-out campaign in the inner city; for example, urban renewal had resulted in either the abandonment or demolition of entire blocks. As a result many persons selected in our sample had already moved to other areas. Therefore a number of questionnaires were returned "undeliverable."

Consequently a massive interview and door-to-door campaign was initiated. This campaign was highly successful in that it increased our rate of returned and completed questionnaires considerably. A telephone campaign and radio spot announcements supplemented the questionnaire retrieval efforts.

The delays encountered in retrieving questionnaires affected our data processing schedules considerably. The majority of the civic and political organizations were unable to respond to the questionnaires within the time period allowed for the study, since their response would require the adoption by their boards of official positions regarding the concept of an education voucher system. We were advised that meetings for this purpose were scheduled well beyond the expiration date of our preliminary feasibility study.

In sum, the field activity for this study consisted of the mailing out of questionnaires, following up on non-respondents; interviewing non-respondents and contacting and interviewing School Board members.

It should be noted, however, that the activities included in workshops and forums are not isolated here for review. In that phase

of our study concentration was on the dissemination of information and the discussion of pertinent issues.

M. Plan of Analysis

The plan of analysis which is employed in this study is both descriptive and judgemental. In the descriptive phase of the analysis, information on desirability will be presented for each stakeholder group in terms of the component measures of awareness, acceptance, and willingness to participate in an education voucher system. Subsequent to these findings, comparisons will be made between each group with respect to each of the variables on desirability. On the basis of these comparisons, judgements will be made as to the extent to which each stakeholder group satisfies or is characterized by the component measures.

Chi square and standard error will not be employed as criteria on which to make comparisons or judgements in this study since they both assume a greater amount of information on education vouchers than is presently available both to the stakeholder groups and for the component measures of desirability. The concept of an education voucher system is new --an innovation. There are, most likely, trends in the overall community and within each stakeholder group which have not culminated in a decision concerning acceptance or willingness to participate in an education voucher system. Many of these trends could eventually lead to an affirmative decision.

The use of such measures as Chi square and standard error would lead to dismissing or rejecting data indicative of trends, incipient relations, attitudes or orientations.

Moreover, comparisons across ethnic groups will not be made,

although tables on which these comparisons can be made are reported in Appendix E.

However, ethnicity is not reported for school personnel for the following reasons. School personnel did not answer questions concerning ethnicity. This question was included in the demographic section of the school personnel questionnaire which many school personnel respondents either tore off or left blank because they were apprehensive about the disclosure of their identity. Furthermore, school personnel, as a group, are viewed as being composed of smaller stakeholder groups which include such persons as: central administrators, principals, teachers and other school workers. Thus it would be more reasonable to compare across stakeholder groups rather than ethnicity, since the two large ethnic groups (Black and White) are represented in all of these stakeholder groups.

Teachers, principals and other administrators are viewed as belonging to a professional group. It is assumed that differences among the various professional groups would be more significant in terms of their acceptance of and willingness to participate in an education voucher system than any differences based upon ethnicity.

Therefore, for each of the stakeholder groups, only the marginal or total percentage distribution will be presented to support, describe or characterize its position on the component measures. Persons interested in investigation the extent to which subgroups differed on the measures are directed to Volume II (Appendices) where more detailed tables are presented. This approach, it is felt, will be amenable to a convenient and speedy review of the report and consequently, it will make it more likely to read and be acted upon.

FINDINGS

In this chapter are findings on the following aspects of the study.

	<u>Page</u>
A - Demographic Description of Gary School Communities..	29
B - Community/Parent Survey	52
C - School Personnel Survey	61
D - Issues	70
1) Structure	71
2) Parental Choice	73
3) Regulatory	74
4) Church/State	76
5) Segregation	76
6) Legislation	77
E - Workshops/Forums	78
F - Civic and Political Organization	81
G - Board Member Interviews	87

A. Demographic Description of Gary School Communities

According to data from the 1970 U.S. Census, the population of Gary is 174,992. This figure is less than was cited for 1960. At that time, Gary's population totalled 178,320. The difference between the two figures represents a net loss of 3,328 persons or 1.8% of the 1960 total population. Between 1950 and 1960, a different trend was evident. During this period the population of Gary increased by 44,409, which represented a net increase of 3.3% of the 1950 total of 133,911.

The net gains during the period 1950-60 and the net losses between 1960 and 1970, can be explained by different rates and directions of movement of various ethnic groups. Thus during the first period non-whites (most of which were blacks) increased from 29.4% of Gary's population to 38.4%, whereas whites decreased from 70.6% of the population to 61.1%. This population gain by blacks is not only due to increasingly heavy migration from the South to Gary, but also due to higher birth rates on the part of blacks and lower birth rates on the part of whites. Some results of these factors were the doubling of the non-white population - 39,326 in 1950 as compared to 69,340 in 1960 - and the comparatively slight increase in the white population - 94,585 in 1950 as compared to 108,980 in 1960.

Table 4

NUMBER AND PERCENT OF EACH
ETHNIC GROUP AND MEDIAN INCOME
BY TARGET AREA

ETHNIC GROUPS								
RGET AREA	WHITE		BLACK		OTHER		TOTAL	MEDIAN INCOMES
	#	%	#	%	#	%		
1	5,264	38.06	8,453	61.12	114	0.82	13,831	7,536
11	25,133	23.09	83,181	76.44	509	0.47	108,823	7,082
111	19,480	96.65	560	2.79	111	0.56	20,151	11,421
1V	31,964	99.30	91	0.28	132	0.42	32,187	5,973
TOTAL	81,841	46.77	92,285	52.74	866	0.49	174,992	7,440

The 1970 data, which is shown in Table 4 above, reveals that blacks now constitute 53% of Gary's population while whites (including many persons of Spanish surnames) comprise roughly 46% of the population. Also shown in the table is the varying composition of ethnic groups in four identified geographic areas of Gary. These target areas, identified with the aid of information collected during that study, constitute the four basic or broader communities of Gary. There are smaller and more homogeneous communities but they will be described later.

Target Area I coincides with the Brunswick/Ivanhoe School District located in the northwestern part of Gary. In this area, 38% of the population is classified as white by the U.S. Bureau of the Census; 61% is classified as black and 0.82% is categorized as other. It is estimated

that at least 0.4% of those classified as white or 15% of the population in this area have Spanish surnames. The 1970 Census reveals that 76.41% of the occupied housing units are owner-occupied while 19.3% are renter-occupied. Moreover, the distribution of the number of children between the ages of 5-14 across ethnic groups is almost even. Thus, 34.29% of these children are white, 32.35% are black, and 33.36% are classified as other. It is obvious that blacks who compose more than 61% of the population of Area I tend not to have large families. However, it would be reasonable to expect that those persons classified as white or other do, in fact, have large families. This is seen readily when one considers that persons classified as other constitute only 0.82% of the total population of this area, whereas they have 33% of the children. Similarly, those classified as whites represent 38% of the population but have 32% of the children.

Median income estimates for various blocks for this area range from \$6,432 to \$9,023, with the median income for the whole area being \$7,636. This is above the median income that we have estimated for Gary indicating that people who live in this area are somewhat better off financially than are people in other parts of the city.

Some smaller communities within Area I have been identified as school communities by our research staff. These communities, unlike the broader community area, are more closely related to school districts. For example, the Ivanhoe School Community District, a sub-area of the broader community area previously described, is a predominantly black and Spanish speaking community. Income ranges from about \$6,432 to \$8,407, higher in those blocks that are predominantly white. However in the blocks

that are predominantly black there are more owner-occupied than renter-occupied dwellings. These data indicate a thriving middle income black community.

Some important issues in this area are busing and new schools. Our staff found that Ivanhoe parents have formed a holding corporation for a new school because children have been attending school on a half-day basis, as the result of over-crowding and parents' refusal to bus children to other areas. Another concern of black parents in this community has to do with OEO eligibility guidelines to participate in certain educational projects such as Headstart. Parents feel that they do not have to be economically poor in order to be educationally disadvantaged and thereby considered eligible to participate in such projects.

Since the percentage of indigent children is used often to determine the level of compensatory through special educational programs in the school-communities, one can understand why black middle-class parents in the Ivanhoe School Community feel somewhat overlooked.

In Ivanhoe School 31.63% of the children are classified as indigent. This makes it the 11th highest elementary school ranked on percentage of indigent within school and the second highest ranked on percent of all indigent children. More specifically, whereas Ivanhoe holds 5.3% of the 24,359 children of elementary school age in our school sample list shown in Table 5 (page), it contains more than 7.7% of the 5,768 indigent children shown in that table. In the second factor it is outranked only by Duncan School, which is number one in both factors i.e., having the highest percentage of indigent children in the school and the highest percentage of all indigent children in the city. It is clear that criteria other than economical deprivation need to be incorporated more

Table 5

GARY ELEMENTARY SCHOOLS READING AND ARITHMETIC TEST SCORES
 RANKED BY PERCENT OF BLACK AND INDIGENT STUDENTS, AND SCHOOL CAPACITY

SCHOOL	ENROLLMENT	# OF INDIGENTS	% OF STUDENTS	2nd GRADE		4th GRADE		6th GRADE		FACTORS					
				READING	READING	READING	ARITH.	READING	ARITH.	I	II	III	IV	V	VI
EURCAN	868	444	51.15	2.3	3.3	3.7		5.1	5.2	1	1	1	5	22	24
GARNETT	660	331	49.55	2.3	3.3	3.5		4.8	4.7	2	5	1	14	28	30
DREW	891	394	44.22	2.3	3.4	3.7		4.5	4.9	3	3	5	3	20	21
DUNBAR	591	230	38.91	2.2	3.1	3.5		4.8	5.3	4	12	1	16	30	29
NORTON ***	813	304	37.85	2.8	3.1	3.5		-	-	5	7	12	8	23	27
CARVER	716	264	36.87	3.0	3.8	3.8		5.2	5.3	6	9	18	12	29	31
MILLER ***	191	63	32.98	2.4	-	-		-	-	7	24	19	25	4	12
DOUGLASS	547	177	32.36	2.3	3.0	3.7		4.8	5.0	8	16	16	18	27	28
SPAULDING **	1087	348	32.01	2.3	3.3	3.5		-	-	9	4	16	17	9	3
LINCOLN	765	242	31.63	2.5	3.7	4.1		5.0	5.2	10	11	7	10	22	33
IVANHOE	1304	436	31.50	2.5	3.4	3.8		5.0	5.1	11	2	13	1	10	10
BANNEKER *	850	266	31.29	2.4	-	-		-	-	12	8	1	7	14	13
WILLIAMS	880	251	28.52	2.5	3.6	4.1		5.1	5.2	13	10	3	4	21	23
JEFFERSON	1202	326	27.12	2.3	2.8	3.5		4.7	5.0	14	6	20	21	1	1
CHASE	492	120	24.39	2.1	3.4	3.5		4.5	4.4	15	21	11	19	12	14
WASHINGTON **	769	185	24.06	3.0	3.5	3.8		-	-	16	14	10	11	15	15
BETHUNE	655	157	23.97	2.4	3.2	3.8		4.8	5.2	17	17	1	15	26	25

Table 5 (cont.)

LEGEND

- * Special Program - Not Tested for 4th & 6th Grades
- ** No Sixth Grade
- *** No 4th or 6th Grades
- ****
- FACTOR I is the ranking of schools from the highest to the lowest percentage of indigent children with respect to total enrollment for each school.
- FACTOR II is the ranking of schools from the highest to the lowest percentage of indigent children with respect to the total number of indigent students in the sample.
- FACTOR III is the ranking of schools from the highest to the lowest percentage of Black students with respect to the total enrollment for each school.
- FACTOR IV is the ranking of schools from the highest to the lowest percentage of Black Students with respect to the total number of Black students in the sample.
- FACTOR V is the ranking of schools from highest to lowest on utilization defined as the ratio of total enrollment of students to the number of students the building was built to hold.
- FACTOR VI is the ranking of schools from highest to lowest on utilization defined as the ratio of the number of classrooms in use to total number of classrooms.

Table 5 (Continued)

GARY ELEMENTARY SCHOOLS READING AND ARITHMETIC TEST SCORES
PAIRED BY PERCENT OF BLACK AND INDIGENT STUDENTS, AND SCHOOL CAPACITY

SCHOOL	ENROLLMENT	# OF INDIGENTS	% OF STUDENTS	2nd GRADE READING	4TH GRADE READING ARITH.	6th GRADE READING ARITH.	F A C T O R S I II III IV V VI
BELVIDGE	897	229	23.13	2.3	-	-	18 13 9 2 16 20
LORFE	839	135	22.15	2.8	3.3	-	19 15 2 6 33 32
DUNLAND	78	17	21.79				20 30 14 27 - -
PYRE	775	149	19.23	2.5	2.7	4.8	21 18 4 9 17 17
VOMR	830	140	16.87	3.2	3.6	5.1	22 19 18 20 6 4
FRANKLIN	769	122	15.86	2.4	4.1	5.0	23 20 21 23 5 5
MARQUETTE	823	84	10.21	2.9	4.1	5.8	24 23 24 24 7 7
BRUNSWICK	1089	111	10.19	2.1	3.2	-	25 22 15 13 11 9
AMBIDGE	44	35	7.82	3.1	3.7	5.5	26 26 17 22 3 6
WEBSTER	480	27	5.63	2.9	4.4	6.1	27 27 23 28 19 18
NALINA	1031	50	4.85	2.8	3.8	5.8	28 25 27 31 16 16
GLEN PARK	250	11	4.40	3.0	4.0	6.6	29 32 30 33 2 2
MELTON	556	24	4.32	3.3	4.7	6.6	30 28 25 29 25 22
KUNKY	406	16	3.94	2.9	4.4	5.7	31 31 22 26 31 26
RILEY	564	21	3.72	3.0	4.1	6.3	32 29 29 32 8 8
NOBEL	728	6	.82	3.4	4.8	6.2	33 33 26 30 10 11
CITIZMAN SCH	423	3	.71	2.9	4.2	6.7	34 34 28 32 24 19
TOTAL	24,359	5,768					

Table 5 (cont.)

LEGEND

* Special Program - Not Tested for 4th & 6th Grades

** No Sixth Grade

*** No 4th or 6th Grades

FACTOR I is the ranking of schools from the highest to the lowest percentage of indigent children with respect to total enrollment for each school.

FACTOR II is the ranking of schools from the highest to the lowest percentage of indigent children with respect to the total number of indigent students in the sample.

FACTOR III is the ranking of schools from the highest to the lowest percentage of Black students with respect to the total enrollment for each school.

FACTOR IV is the ranking of schools from the highest to the lowest percentage of Black Students with respect to the total number of Black students in the sample.

FACTOR V is the ranking of schools from highest to lowest on utilization defined as the ratio of total enrollment of students to the number of students the building was built to hold.

FACTOR VI is the ranking of schools from highest to lowest on utilization defined as the ratio of the number of classrooms in use to total number of classrooms.

effectively into the guidelines for eligibility in promising innovative programs.

The Brunswick School Community within Area I is about 70% black, 20% Spanish speaking and 10% white. It contains blocks with median income ranging from \$7,820 up to \$10,690. Its school contains a much lower percentage of indigent children ranked either on a school factor (Factor 1) or a city-wide factor (Factor 2) as is shown in Table 5. However, the table also reveals that it is overcrowded just as much as is Ivanhoe. Factor 5 and 6 in Table 5 place both schools in the same general neighborhood on capacity (Factor 5) and the number of classrooms needed (Factor 6). Thus one would readily conclude that the concerns of Brunswick parents would not differ that much from the Ivanhoe parents.

Target Area II, which we call the Inner City, actually includes more than the inner city as it is commonly known. This area extends from Locke, Washington Chase and Tolleston Districts. To the south it is bounded by 25th, 27th, 28th and 32nd Avenues. To the north it is bounded by the Calumet River. According to Table 3, Area II is 23% white and 76% black. The median income, \$7,082, is lower than that of Area I, perhaps because of the higher percentage of black or Spanish speaking families, who usually earn less than their white counterparts.

Area II includes a number of School Community Districts such as Duncan, Carver, Garnett and Lincoln. In these predominantly black districts, which contain recent migrants from the South, there is less home ownership and, in some areas, little public housing is available. Model Cities and other urban renewal programs have entered these areas but have had little time to make any significant changes. The highest

rates of indigency occur in this area with Duncan, Garnett, Drew, Norton and Carver Schools taking the lead.

Area III is composed of the Aetna and Miller School Community Districts. The area is mostly white middle class and, strangely enough they have concerns similar to those reported to have been voiced by black middle class parents. Incomes in this area represent some of the highest in Gary, ranging from \$9,236 up to \$12,174, with the median income being \$11,421. Unlike the residents in the black community -- especially in the lower income brackets (the non home-owners), residents of Area III are strongly opposed to public housing in their area. Yet they have negative reactions just as black middle class parents, to the fact that so much DEO money has gone into black inner city schools or to poor people. However, several distinctions can be made between the two school communities in this area: Aetna includes fewer blacks but more Spanish speaking children than Miller; Miller has more indigent children than Aetna. This is the case whether one uses Factor 1 or Factor 2 as shown in Table 5.

Target Area IV, the Glen Park Area, is also predominantly white. Similarly, it has a high median income. It is second to the Aetna/Miller area in median income. Housing is mostly owner-occupied, and the number of children of age 5-14 is over 50,000 for whites, with only a few hundred blacks. One important issue in this community is whether or not to remain in the corporate structure of the City of Gary. This issue, known as the disannexation movement, has occupied the news headlines over the past two years.

Maps 1.1 to 3.5 in this section describe the schools of Gary in terms of available space, types of students, and student performance in reading and arithmetic compared with the general local norm as well as with the national norm.

PERCENT OVERUTILIZATION IN GARY ELEMENTARY SCHOOLS

- 1 AETNA
- 2 AMBRIDGE
- 3 BANNEKER
- 4 BETHUNE
- 5 BEVERIDGE
- 6 BRUNSWICK
- 7 CARVER
- 8 CHASE
- 9 DOUGLASS
- 10 DREW
- 11 DUNBAR
- 12 DUNCAN
- 13 FRANKLIN
- 14 GARNETT
- 15 GLEN PARK
- 16 IVANHOE
- 17 JEFFERSON
- 18 KUNY
- 19 LINCOLN
- 20 LOCKE
- 21 MARQUETTE
- 22 MELTON
- 23 MILLER
- 24 NOBEL
- 25 NORTON
- 26 PITTMAN SQUARE
- 27 PYLE
- 28 RILEY
- 29 SPAULDING
- 30 VGH
- 31 WASHINGTON
- 32 WEBSTER
- 33 WILLIAMS



10% and under - □
 11% - - - 100% - ■
 101% - - - over - ●

Jefferson, Glen Park, and Ambridge stand out as having the three highest percentages of overutilization. Two of the schools, Jefferson and Ambridge, are located in Area II or the inner city, while the third is located in Glen Park. A fourth highly overutilized school is Miller, located in Target Area III.

PERCENT UNDERUTILIZATION IN GARY PUBLIC SCHOOLS

- 1 AETNA
- 2 AMBRIDGE
- 3 BANNEKER
- 4 BETHUNE
- 5 BEVERIDGE
- 6 BRUNSWICK
- 7 CARVER
- 8 CHASE
- 9 DOUGLASS
- 10 DREW
- 11 DUNBAR
- 12 DUNCAN
- 13 FRANKLIN
- 14 GARNETT
- 15 GLEN PARK
- 16 IVANHOE
- 17 JEFFERSON
- 18 KUNY
- 19 LINCOLN
- 20 LOCKE
- 21 MARQUETTE
- 22 MELTON
- 23 MILLER
- 24 NOBEL
- 25 NORTON
- 26 PITTMAN SQUARE
- 27 PYLE
- 28 RILEY
- 29 SPAULDING
- 30 VOHR
- 31 WASHINGTON
- 32 WEBSTER
- 33 WILLIAMS



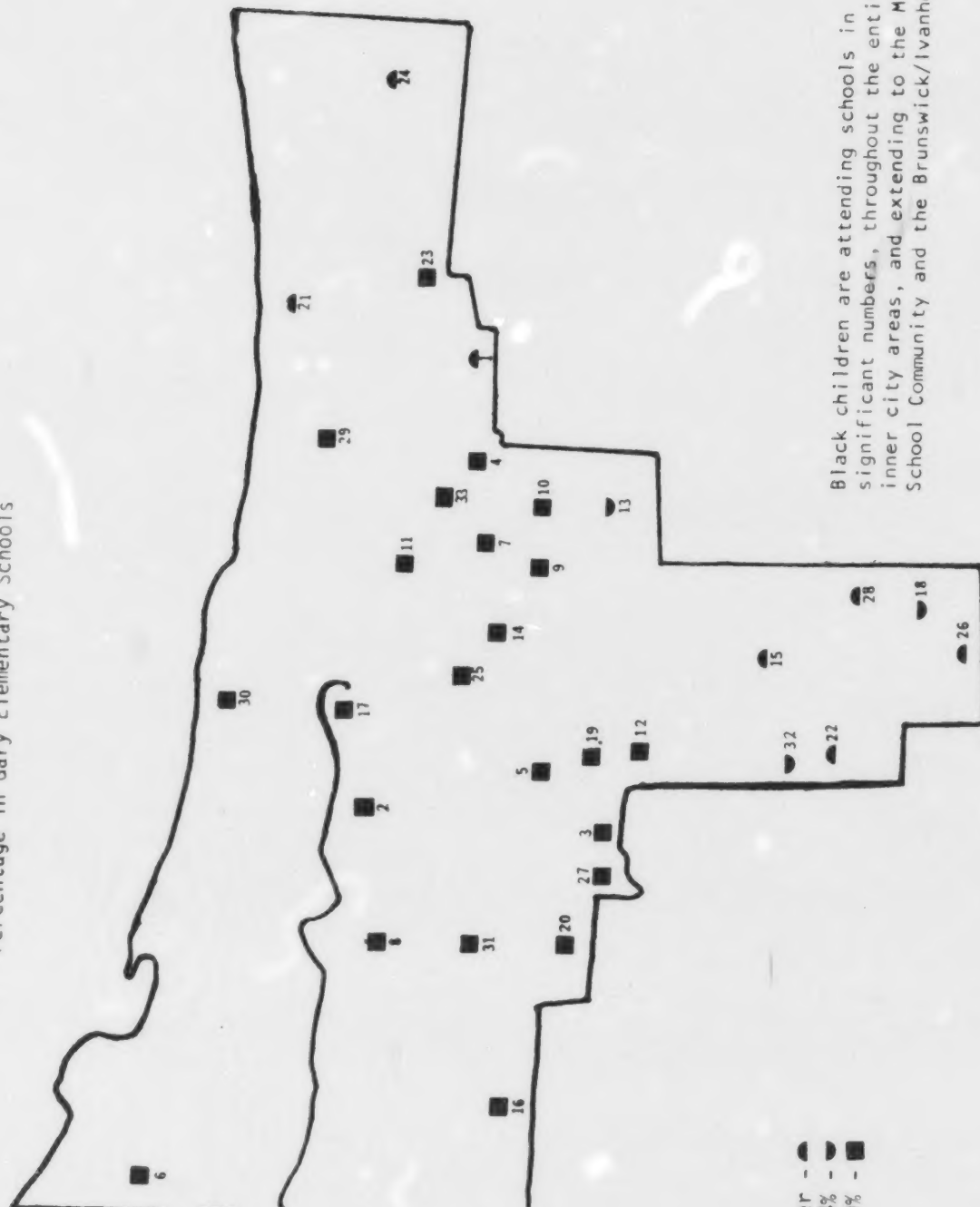
10% and under - □
 11% - - - 100% - ●
 101% - - over - ■

Obviously, most available space is located in the inner city area. The least utilized schools, Dunbar, Garnett, Carver, Douglass and Bethune are located in the eastern portion of Gary and form a semi-circle with Carver in the center.

2.1 BLACKS

Percentage in Gary Elementary Schools

- 1 AETNA
- 2 AMBRIDGE
- 3 BANNEKER
- 4 BETHUNE
- 5 BEVERIDGE
- 6 BRUNSWICK
- 7 CARVER
- 8 CHASE
- 9 DOUGLASS
- 10 DREW
- 11 DUNBAR
- 12 DUNCAN
- 13 FRANKLIN
- 14 GARNETT
- 15 GLEN PARK
- 16 IVANHOE
- 17 JEFFERSON
- 18 KUNY
- 19 LINCOLN
- 20 LOCKE
- 21 MARQUETTE
- 22 MELTON
- 23 MULLER
- 24 NOBEL
- 25 NORTON
- 26 PITTMAN SQUARE
- 27 PYLE
- 28 RILEY
- 29 SPAULDING
- 30 VOHR
- 31 WASHINGTON
- 32 WEBSTER
- 33 WILLIAMS



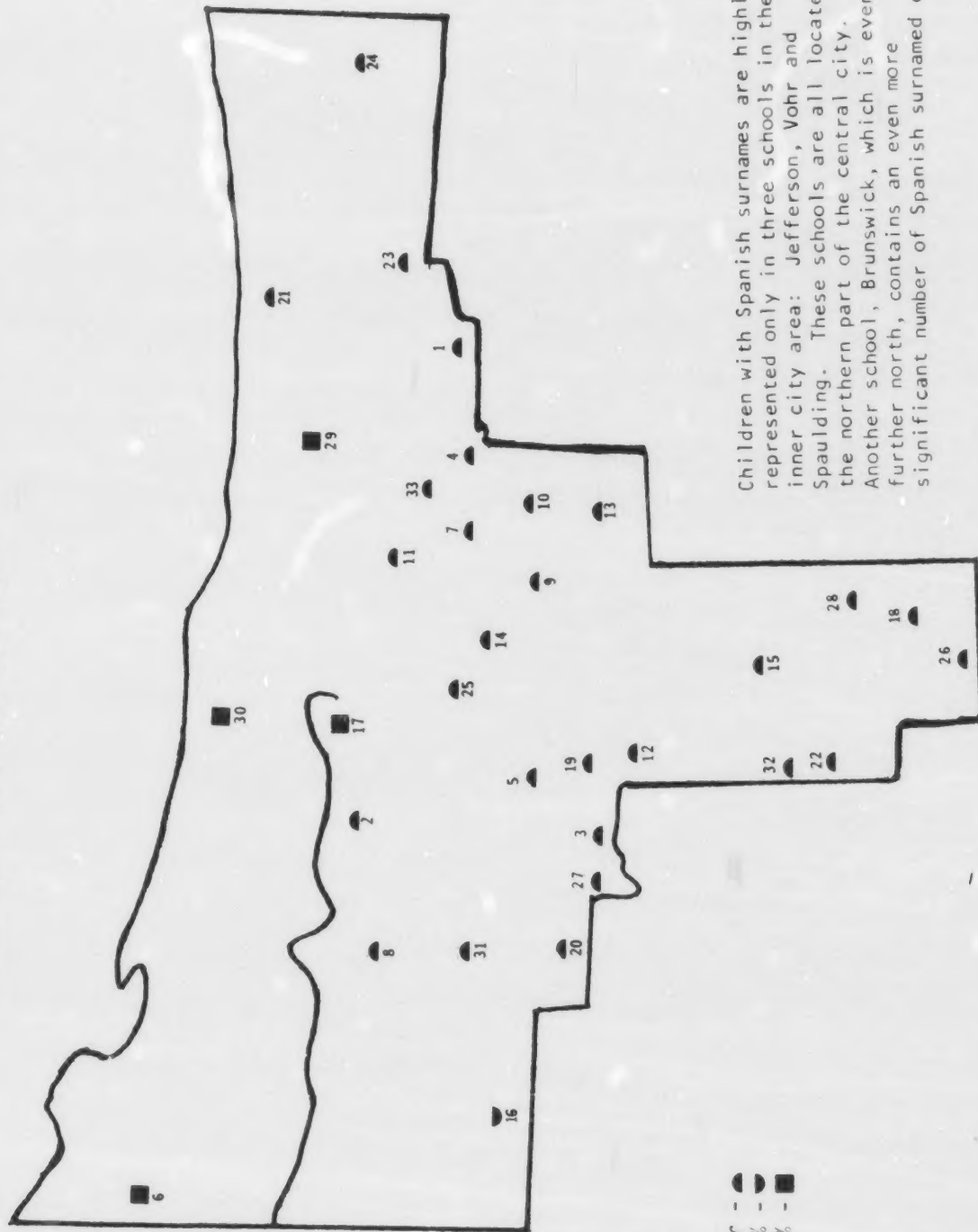
Black children are attending schools in significant numbers, throughout the entire inner city areas, and extending to the Miller School Community and the Brunswick/Ivanhoe area.

SPANISH AMERICANS

Percentage in Gary Elementary Schools

- 1 AETNA
- 2 AMBRIDGE
- 3 BANNEKER
- 4 BETHUNE
- 5 BEVERIDGE
- 6 BRUNSWICK
- 7 CARVER
- 8 CHASE
- 9 DOUGLASS
- 10 DREW
- 11 DUNBAR
- 12 DUNCAN
- 13 FRANKLIN
- 14 GARNETT
- 15 GLEN PARK
- 16 IVANHOE
- 17 JEFFERSON
- 18 KUNY
- 19 LINCOLN
- 20 LOCKE
- 21 MARQUETTE
- 22 MELTON
- 23 MILLER
- 24 NOBEL
- 25 NORTON
- 26 PITTMAN SQUARE
- 27 PYLE
- 28 RILEY
- 29 SPAULDING
- 30 VOHR
- 31 WASHINGTON
- 32 WEBSTER
- 33 WILLIAMS

10% and under - 
 11% - - - 
 25% - - - 
 100% - 



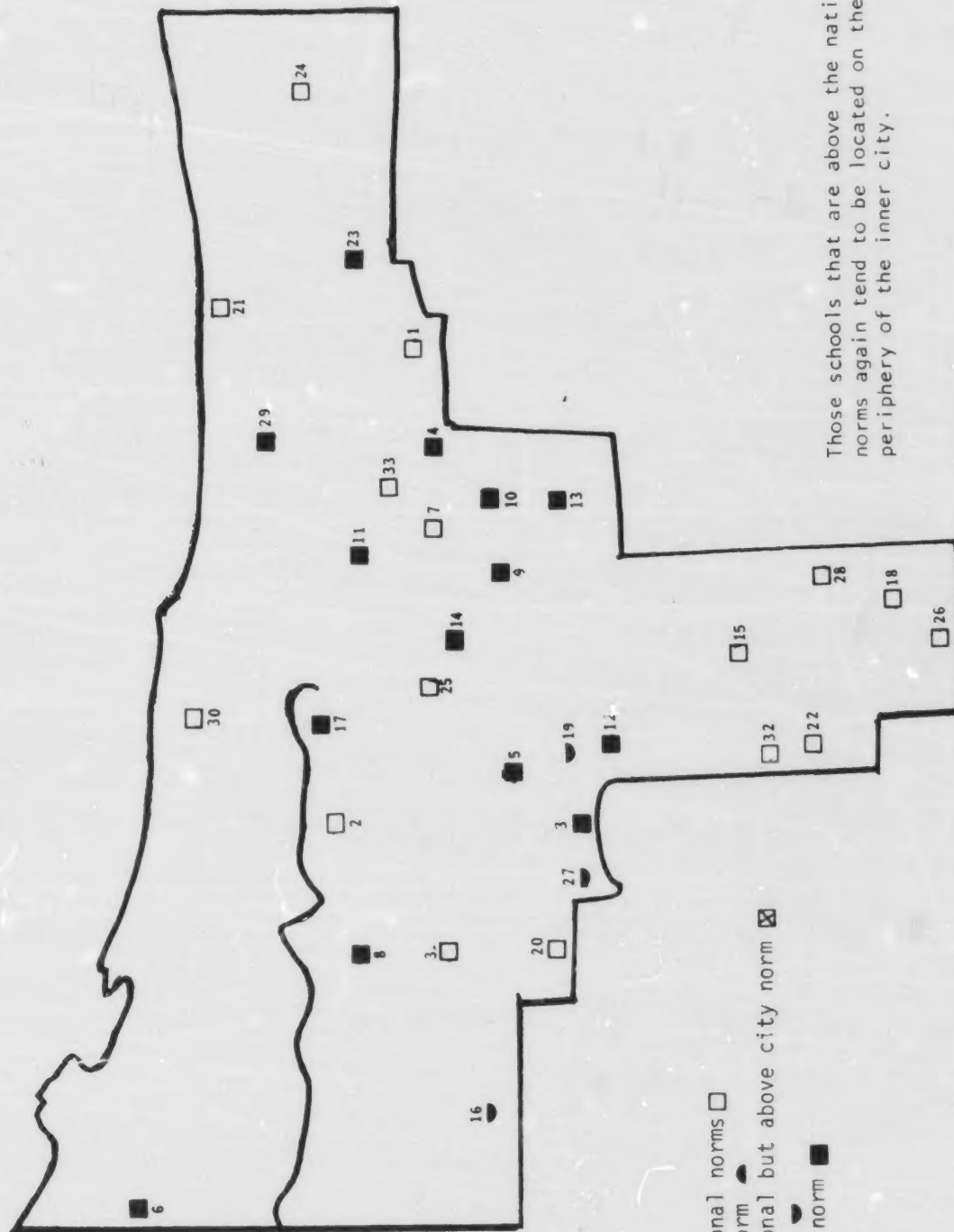
Children with Spanish surnames are highly represented only in three schools in the inner city area: Jefferson, Vohr and Spaulding. These schools are all located in the northern part of the central city. Another school, Brunswick, which is even further north, contains an even more significant number of Spanish surnamed children.

PERFORMANCE OF STUDENTS IN READING

FOR

GARY ELEMENTARY SCHOOLS - GRADE 2

- 1 AETNA
- 2 AMBRIDGE
- 3 BANNEKER
- 4 BETHUNE
- 5 BEVERIDGE
- 6 BRUNSWICK
- 7 CARVER
- 8 CHASE
- 9 DOUGLASS
- 10 DREW
- 11 DUNBAR
- 12 DUNCAN
- 13 FRANKLIN
- 14 GARNETT
- 15 GLEN PARK
- 16 IVANHOE
- 17 JEFFERSON
- 18 KUNY
- 19 LINCOLN
- 20 LOCKE
- 21 MARQUETTE
- 22 MELTON
- 23 MILLER
- 24 NOBEL
- 25 NORTON
- 26 PITTMAN SQUARE
- 27 PYLE
- 28 RILEY
- 29 SPAULDING
- 30 VOHR
- 31 WASHINGTON
- 32 WEBSTER
- 33 WILLIAMS



Above National norms □

National norm ◐

Below national but above city norm ◼

City norm ⊠

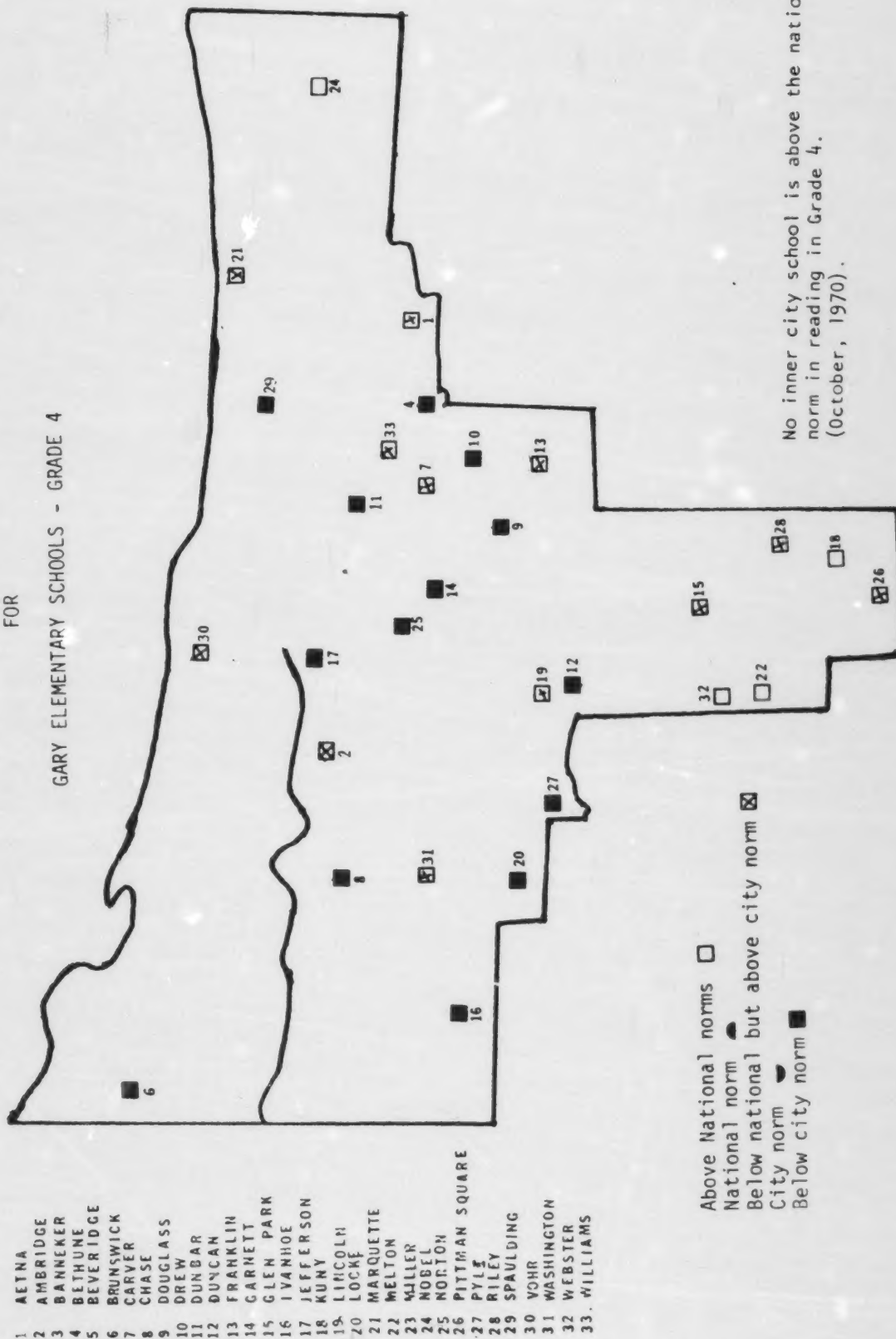
Below city norm ■

Those schools that are above the national norms again tend to be located on the periphery of the inner city.

PERFORMANCE OF STUDENTS IN READING

FOR

GARY ELEMENTARY SCHOOLS - GRADE 4



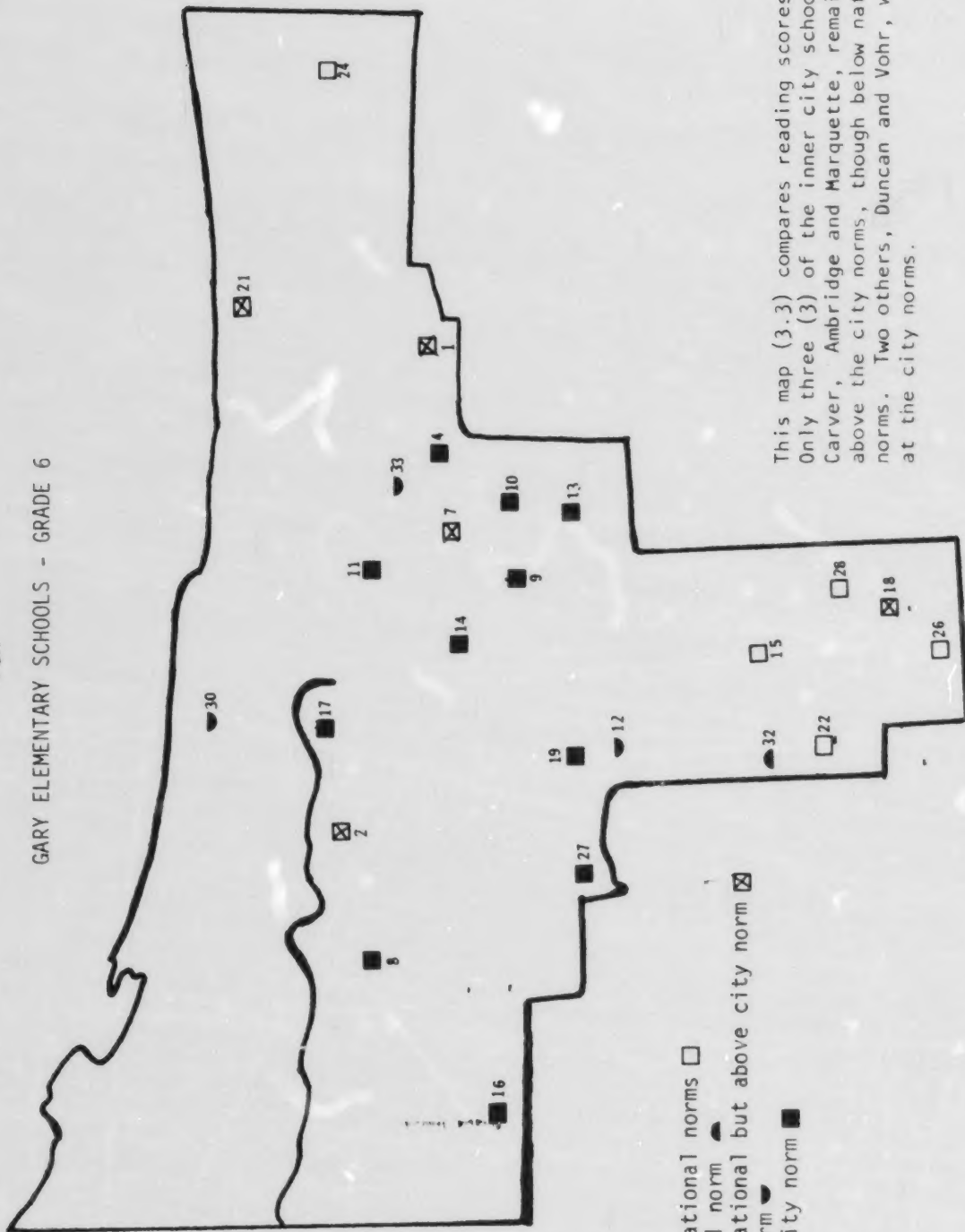
3.3

PERFORMANCE OF STUDENTS IN READING

FOR

GARY ELEMENTARY SCHOOLS - GRADE 6

- 1 AETNA
- 2 AMBRIDGE
- 3 BANNEKER
- 4 BETHUNE
- 5 BEVERIDGE
- 6 BRUNSWICK
- 7 CARVER
- 8 CHASE
- 9 DOUGLASS
- 10 DREW
- 11 DUNBAR
- 12 DUYCAN
- 13 FRANKLIN
- 14 GARNETT
- 15 GLEN PARK
- 16 IVANHOE
- 17 JEFFERSON
- 18 KUNY
- 19 LINCOLN
- 20 LOCKE
- 21 MARQUETTE
- 22 MELTON
- 23 MILLER
- 24 NOBEL
- 25 NORTON
- 26 PITTMAN SQUARE
- 27 PYLE
- 28 RILEY
- 29 SPAULDING
- 30 VOHR
- 31 WASHINGTON
- 32 WEBSTER
- 33 WILLIAMS



Above National norms □
 National norm ○
 Below national but above city norm X
 City norm ●
 Below city norm ■

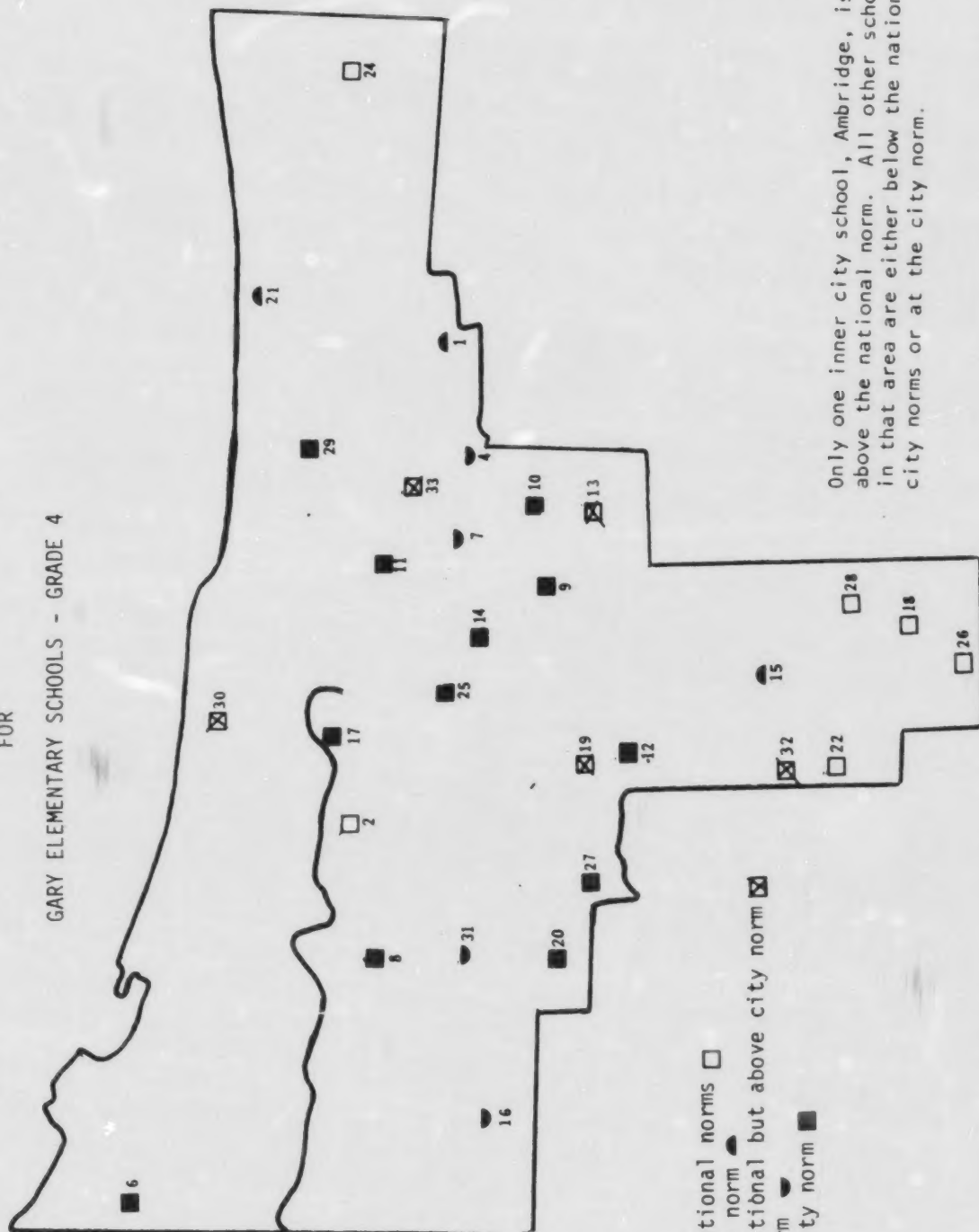
This map (3.3) compares reading scores. Only three (3) of the inner city schools, Carver, Ambridge and Marquette, remained above the city norms, though below national norms. Two others, Duncan and Vohr, were at the city norms.

3.4

PERFORMANCE OF STUDENTS IN ARITHMETIC

FOR
GARY ELEMENTARY SCHOOLS - GRADE 4

- 1 AETNA
- 2 AMBRIDGE
- 3 BANNEKER
- 4 BETHUNE
- 5 BEVERIDGE
- 6 BRUNSWICK
- 7 CARVER
- 8 CHASE
- 9 DOUGLASS
- 10 DREW
- 11 DUNBAR
- 12 DUNCAN
- 13 FRANKLIN
- 14 GARNETT
- 15 GLEN PARK
- 16 IVANHOE
- 17 JEFFERSON
- 18 KUNY
- 19 LINCOLN
- 20 LOCKE
- 21 MARQUETTE
- 22 MELTON
- 23 MILLER
- 24 NOBEL
- 25 NORTON
- 26 PITTMAN SQUARE
- 27 PYLE
- 28 RILEY
- 29 SPAULDING
- 30 VOHR
- 31 WASHINGTON
- 32 WEBSTER
- 33 WILLIAMS

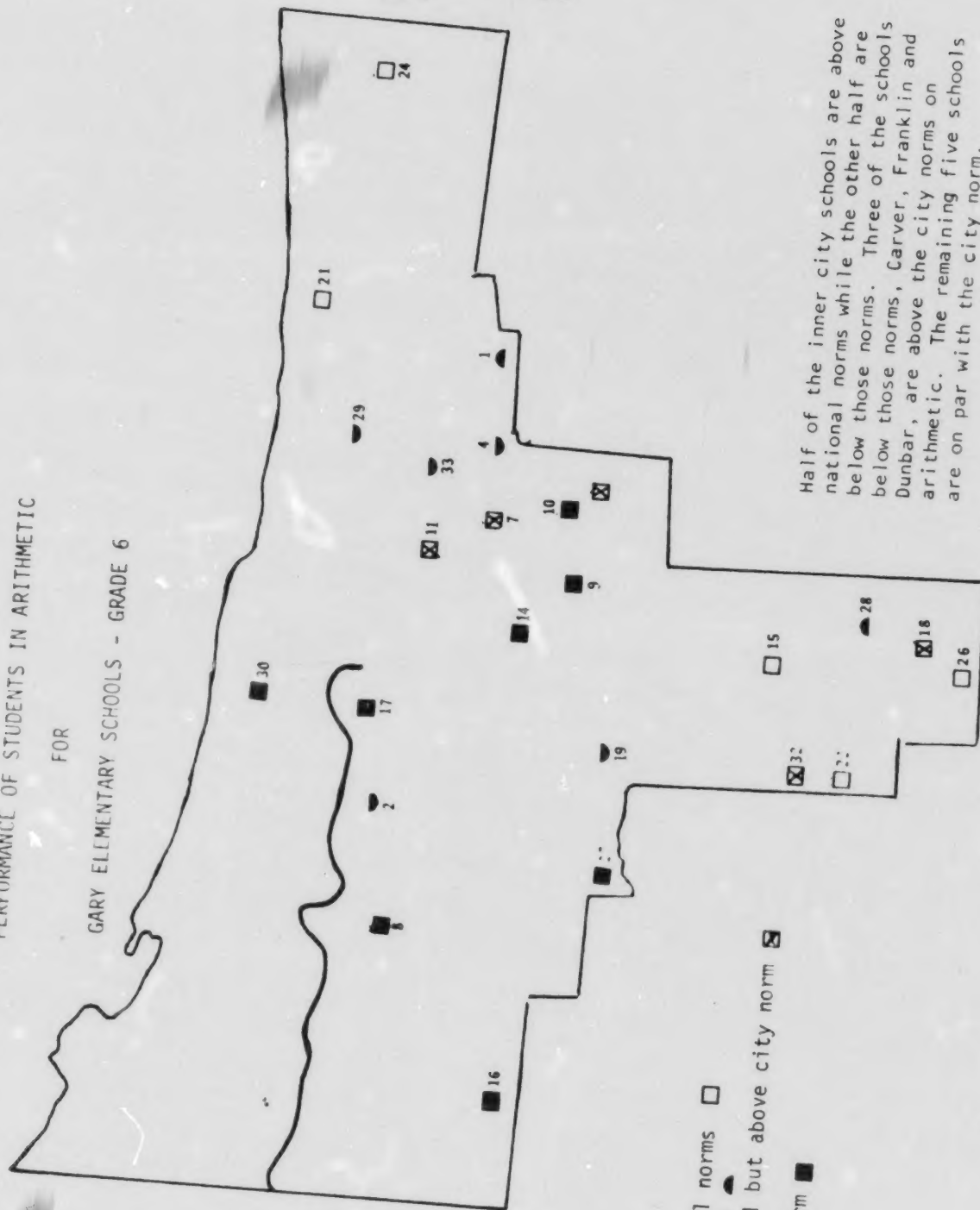


Above National norms □
National norm ◐
Below national but above city norm ◑
City norm ◒
Below city norm ■

Only one inner city school, Ambridge, is above the national norm. All other schools in that area are either below the national or city norms or at the city norm.

3.5 PERFORMANCE OF STUDENTS IN ARITHMETIC FOR GARY ELEMENTARY SCHOOLS - GRADE 6

- 1 AETNA
- 2 AMBRIDGE
- 3 BANNEKER
- 4 BETHUNE
- 5 BEVERIDGE
- 6 BRUNSWICK
- 7 CARVER
- 8 CHASE
- 9 DOUGLASS
- 10 DREW
- 11 DUNBAR
- 12 DUNCAN
- 13 FRANKLIN
- 14 GARNETT
- 15 GLEN PARK
- 16 IVANHOE
- 17 JEFFERSON
- 18 KUNY
- 19 LINCOLN
- 20 LOCKE
- 21 MARQUETTE
- 22 MELTON
- 23 MILLER
- 24 NOBEL
- 25 NORTON
- 26 PITTMAN SQUARE
- 27 PYLE
- 28 RILEY
- 29 SPAULDING
- 30 VOHR
- 31 WASHINGTON
- 32 WEBSTER
- 33 WILLIAMS



Above National norms □
 National norm ▬
 Below national but above city norm ◻
 City norm ▬
 Below city norm ■

Half of the inner city schools are above national norms while the other half are below those norms. Three of the schools below those norms, Carver, Franklin and Dunbar, are above the city norms on arithmetic. The remaining five schools are on par with the city norm.

Inner-city schools have been a focal point of this review. This was done to highlight several factors. First of all, the only available classroom space in existing buildings is located in this area. Second, the most severely disadvantaged students, economically and educationally, attend schools in this area in significant numbers. Third, the decline in student level performance, as measured by standardized reading and arithmetic scores in grades 2, 4, and 6, reveals that there is a need to construct programs that will improve performance in these skills and in those grades. Those inner-city schools which have greater persistence in maintaining a level of performance at or above city and national norms should be studied in order to determine those factors contributing to such performance. Furthermore, the rate of attrition in high performing schools should be studied further in order to determine those factors which contribute to their performance.

Table 6 immediately following will show in summary form the pupil enrollment in Gary's Public Schools by Ethnic Groups together with the percentages of buildings over-or-under utilized.

GARY PUBLIC SCHOOLS

PUPIL ENROLLMENT BY ETHNIC GROUPS AND BUILDING UTILIZATION
AS OF SEPTEMBER 10, 1970

School	All Students		Afr.-American		Caucasian		Spanish Surnamed American		Asian-American		American Indians		Building Capacity	Building Utilization ¹	
	N	%	N	%	N	%	N	%	N	%	N	%		% Of Over Or Under Capacity	Number of Rooms Needed Or In Excess
Aetna (K-6)	1032	100	6	58	950	92.05	70	6.78	6	58	-	-	1110	4.69 U.C.	1.73 In Excess
Ambridge (K-6)	473	100	224	52.96	97	22.93	100	23.64	2	.47	-	-	100	50.33 O.C.	5.03 Needed
Bellvue (7-8)	1163	100	224	19.26	868	74.63	52	4.47	4	.34	15	1.29	1200	63.11 O.C.	33 In Excess
Bismarck (K-6)	840	100	840	100	-	-	-	-	-	-	-	-	810	4.93 O.C.	1.93 Needed
Black in (7-9)	1379	100	1377	99.85	-	-	-	-	-	-	-	-	1470	1.16 U.C.	56 In Excess
Boothville (K-6)	632	100	632	100	-	-	-	-	-	-	-	-	840	24.22 O.C.	6.80 In Excess
Brownridge (K-6)	981	100	959	97.76	5	.05	17	1.73	-	-	-	-	1160	13.28 O.C.	5.18 In Excess
Brownsville (K-6)	1085	100	785	63.13	50	4.61	350	32.25	-	-	-	-	990	10.40 O.C.	3.43 In Excess
Chavez (K-6)	707	100	696	98.44	3	.42	8	.82	-	-	-	-	1020	30.58 O.C.	10.40 In Excess
Chase (7-8)	497	100	478	96.18	-	-	19	3.82	-	-	-	-	480	7.91 O.C.	1.26 Needed
Douglas (K-6)	538	100	535	99.45	1	.18	2	.36	-	-	-	-	810	30.00 O.C.	8.10 In Excess
Drew (K-6)	917	100	914	99.67	-	-	3	.32	-	-	-	-	1080	14.54 O.C.	5.23 In Excess
Dunbar (K-6)	620	100	620	100	-	-	-	-	-	-	-	-	900	31.77 O.C.	2.53 In Excess
Duncan (K-6)	882	100	882	100	-	-	-	-	-	-	-	-	1080	17.73 O.C.	6.13 In Excess
Edison (5-6)	1408	100	915	64.98	90	6.39	389	27.63	3	.21	11	.78	1326	1.26 O.C.	1.02 Needed
Franklin (K-6)	1521	100	823	54.11	289	19.00	362	23.80	36	2.37	11	.72	1466	1.03 O.C.	1.02 In Excess
Franklin (K-6)	769	100	165	21.45	541	70.35	62	8.06	-	-	-	-	630	26.50 O.C.	5.56 Needed
Franklin (K-6)	1380	100	1368	99.13	-	-	12	.87	-	-	-	-	1707	1.03 O.C.	1.03 In Excess
Franklin (K-6)	620	100	620	100	-	-	-	-	-	-	-	-	900	14.54 O.C.	5.23 In Excess
Franklin (K-6)	882	100	882	100	-	-	-	-	-	-	-	-	1080	17.73 O.C.	6.13 In Excess
Franklin (K-6)	1408	100	915	64.98	90	6.39	389	27.63	3	.21	11	.78	1326	1.26 O.C.	1.02 Needed
Franklin (K-6)	1521	100	823	54.11	289	19.00	362	23.80	36	2.37	11	.72	1466	1.03 O.C.	1.02 In Excess
Franklin (K-6)	769	100	165	21.45	541	70.35	62	8.06	-	-	-	-	630	26.50 O.C.	5.56 Needed
Franklin (K-6)	1380	100	1368	99.13	-	-	12	.87	-	-	-	-	1707	1.03 O.C.	1.03 In Excess
Franklin (K-6)	620	100	620	100	-	-	-	-	-	-	-	-	900	14.54 O.C.	5.23 In Excess
Franklin (K-6)	882	100	882	100	-	-	-	-	-	-	-	-	1080	17.73 O.C.	6.13 In Excess
Franklin (K-6)	1408	100	915	64.98	90	6.39	389	27.63	3	.21	11	.78	1326	1.26 O.C.	1.02 Needed
Franklin (K-6)	1521	100	823	54.11	289	19.00	362	23.80	36	2.37	11	.72	1466	1.03 O.C.	1.02 In Excess
Franklin (K-6)	769	100	165	21.45	541	70.35	62	8.06	-	-	-	-	630	26.50 O.C.	5.56 Needed
Franklin (K-6)	1380	100	1368	99.13	-	-	12	.87	-	-	-	-	1707	1.03 O.C.	1.03 In Excess
Franklin (K-6)	620	100	620	100	-	-	-	-	-	-	-	-	900	14.54 O.C.	5.23 In Excess
Franklin (K-6)	882	100	882	100	-	-	-	-	-	-	-	-	1080	17.73 O.C.	6.13 In Excess
Franklin (K-6)	1408	100	915	64.98	90	6.39	389	27.63	3	.21	11	.78	1326	1.26 O.C.	1.02 Needed
Franklin (K-6)	1521	100	823	54.11	289	19.00	362	23.80	36	2.37	11	.72	1466	1.03 O.C.	1.02 In Excess
Franklin (K-6)	769	100	165	21.45	541	70.35	62	8.06	-	-	-	-	630	26.50 O.C.	5.56 Needed
Franklin (K-6)	1380	100	1368	99.13	-	-	12	.87	-	-	-	-	1707	1.03 O.C.	1.03 In Excess
Franklin (K-6)	620	100	620	100	-	-	-	-	-	-	-	-	900	14.54 O.C.	5.23 In Excess
Franklin (K-6)	882	100	882	100	-	-	-	-	-	-	-	-	1080	17.73 O.C.	6.13 In Excess
Franklin (K-6)	1408	100	915	64.98	90	6.39	389	27.63	3	.21	11	.78	1326	1.26 O.C.	1.02 Needed
Franklin (K-6)	1521	100	823	54.11	289	19.00	362	23.80	36	2.37	11	.72	1466	1.03 O.C.	1.02 In Excess
Franklin (K-6)	769	100	165	21.45	541	70.35	62	8.06	-	-	-	-	630	26.50 O.C.	5.56 Needed
Franklin (K-6)	1380	100	1368	99.13	-	-	12	.87	-	-	-	-	1707	1.03 O.C.	1.03 In Excess
Franklin (K-6)	620	100	620	100	-	-	-	-	-	-	-	-	900	14.54 O.C.	5.23 In Excess
Franklin (K-6)	882	100	882	100	-	-	-	-	-	-	-	-	1080	17.73 O.C.	6.13 In Excess
Franklin (K-6)	1408	100	915	64.98	90	6.39	389	27.63	3	.21	11	.78	1326	1.26 O.C.	1.02 Needed
Franklin (K-6)	1521	100	823	54.11	289	19.00	362	23.80	36	2.37	11	.72	1466	1.03 O.C.	1.02 In Excess
Franklin (K-6)	769	100	165	21.45	541	70.35	62	8.06	-	-	-	-	630	26.50 O.C.	5.56 Needed
Franklin (K-6)	1380	100	1368	99.13	-	-	12	.87	-	-	-	-	1707	1.03 O.C.	1.03 In Excess
Franklin (K-6)	620	100	620	100	-	-	-	-	-	-	-	-	900	14.54 O.C.	5.23 In Excess
Franklin (K-6)	882	100	882	100	-	-	-	-	-	-	-	-	1080	17.73 O.C.	6.13 In Excess
Franklin (K-6)	1408	100	915	64.98	90	6.39	389	27.63	3	.21	11	.78	1326	1.26 O.C.	1.02 Needed
Franklin (K-6)	1521	100	823	54.11	289	19.00	362	23.80	36	2.37	11	.72	1466	1.03 O.C.	1.02 In Excess
Franklin (K-6)	769	100	165	21.45	541	70.35	62	8.06	-	-	-	-	630	26.50 O.C.	5.56 Needed
Franklin (K-6)	1380	100	1368	99.13	-	-	12	.87	-	-	-	-	1707	1.03 O.C.	1.03 In Excess
Franklin (K-6)	620	100	620	100	-	-	-	-	-	-	-	-	900	14.54 O.C.	5.23 In Excess
Franklin (K-6)	882	100	882	100	-	-	-	-	-	-	-	-	1080	17.73 O.C.	6.13 In Excess
Franklin (K-6)	1408	100	915	64.98	90	6.39	389	27.63	3	.21	11	.78	1326	1.26 O.C.	1.02 Needed
Franklin (K-6)	1521	100	823	54.11	289	19.00	362	23.80	36	2.37	11	.72	1466	1.03 O.C.	1.02 In Excess
Franklin (K-6)	769	100	165	21.45	541	70.35	62	8.06	-	-	-	-	630	26.50 O.C.	5.56 Needed
Franklin (K-6)	1380	100	1368	99.13	-	-	12	.87	-	-	-	-	1707	1.03 O.C.	1.03 In Excess
Franklin (K-6)	620	100	620	100	-	-	-	-	-	-	-	-	900	14.54 O.C.	5.23 In Excess
Franklin (K-6)	882	100	882	100	-	-	-	-	-	-	-	-	1080	17.73 O.C.	6.13 In Excess
Franklin (K-6)	1408	100	915	64.98	90	6.39	389	27.63	3	.21	11	.78	1326	1.26 O.C.	1.02 Needed
Franklin (K-6)	1521	100	823	54.11	289	19.00	362	23.80	36	2.37	11	.72	1466	1.03 O.C.	1.02 In Excess
Franklin (K-6)	769	100	165	21.45	541	70.35	62	8.06	-	-	-	-	630	26.50 O.C.	5.56 Needed
Franklin (K-6)	1380	100	1368	99.13	-	-	12	.87	-	-	-	-	1707	1.03 O.C.	1.03 In Excess
Franklin (K-6)	620	100	620	100	-	-	-	-	-	-	-	-	900	14.54 O.C.	5.23 In Excess
Franklin (K-6)	882	100	882	100	-	-	-	-	-	-	-	-	1080	17.73 O.C.	6.13 In Excess
Franklin (K-6)	1408	100	915	64.98	90	6.39	389	27.63	3	.21	11	.78	1326	1.26 O.C.	1.02 Needed
Franklin (K-6)	1521	100	823	54.11	289	19.00	362	23.80	36	2.37	11	.72	1466	1.03 O.C.	1.02 In Excess
Franklin (K-6)	769	100	165	21.45	541	70.35	62	8.06	-	-	-	-	630	26.50 O.C.	5.56 Needed
Franklin (K-6)	1380	100	1368	99.13	-	-	12	.87	-	-	-	-	1707	1.03 O.C.	1.03 In Excess
Franklin (K-6)	620	100	620	100	-	-	-	-	-	-	-	-	900	14.54 O.C.	5.23 In Excess
Franklin (K-6)	882	100	882	100	-	-	-	-	-	-	-	-	1080	17.73 O.C.	6.13 In Excess
Franklin (K-6)	1408	100	915	64.98	90	6.39	389	27.63	3	.21	11	.78	1326	1.26 O.C.	1.02 Needed
Franklin (K-6)	1521	100	823	54.11	289	19.00	362	23.80	36	2.37	11	.72	1466	1.03 O.C.	1.02 In Excess
Franklin (K-6)	769	100	165	21.45	541	70.35	62	8.06	-	-	-	-	630	26.50 O.C.	5.56 Needed
Franklin (K-6)	1380	100	1368	99.13	-	-	12	.87	-	-	-	-	1707	1.03 O.C.	1.03 In Excess
Franklin (K-6)	620	100	620	100	-	-	-	-	-	-	-	-	900	14.54 O.C.	5.23 In Excess
Franklin (K-6)	882	100	882	100	-	-	-	-	-	-	-	-	1080	17.73 O.C.	6.13 In Excess
Franklin (K-6)	1408	100	915	64.98	90	6.39	389	27.63	3	.21	11	.78	1326	1.26 O.C.	1.02 Needed
Franklin (K-6)	1521	100	823	54.11	289	19.00	362	23.80	36	2.37	11	.72	1466	1.03 O.C.	1.02 In Excess
Franklin (K-6)	769	100	165	21.45	541	70.35	62	8.06	-	-	-	-	630	26.50 O.C.	5.56 Needed
Franklin (K-6)	1380	100	1368	99.13	-	-	12	.87	-	-	-	-	1707	1.03 O.C.	1.03 In Excess
Franklin (K-6)	620	100	620	100	-	-	-	-	-	-	-	-	900	14.54 O.C.	5.23 In Excess
Franklin (K-6)	882	100	882	100	-	-	-	-	-	-	-	-	1080	17.73 O.C.	6.13 In Excess
Franklin (K-6)	1408	100	915	64.98	90	6.39	389	27.63	3	.21	11	.78	1326	1.26 O.C.	1.02 Needed
Franklin (K-6)	1521	100	823	54.11	289	19.00	362	23.80	36	2.37	11	.72	1466	1.03 O.C.	1.02 In Excess
Franklin (K-6)	769	100	165	21.45	541	70.35	62	8.06	-	-	-	-	630	26.50 O.C.	5.56 Needed
Franklin (K-6)	1380	100	1368	99.13	-	-	12	.87</							

INTRODUCTION TO
COMMUNITY/PARENT SURVEY FINDINGS

The total size of the Community/Parent survey sample is 504. However, for this report 6 respondents were eliminated because they did not answer various questions which were necessary for computer manipulation of their responses, this left the total number of respondents as 498.

Except for the Spanish-speaking population, the sampling distribution of ethnic groups does not differ significantly from what was found to be their distribution in the Gary population as a whole. Thus, whereas blacks represent 58% of the city population, they constitute 53% of the sample population. Similarly, whites make up 33% of the Gary population and 32% of the sample population. However, in this sample survey only 7% of the persons identified themselves as Spanish speaking whereas they comprise about 13% of the Gary population.

The age and sex distribution in the sample is as expected. More than half of the sample respondents (57%) were female, while males comprised 43% of the sample population. Similarly, more than half (52%) of the respondents were between the ages 18 and 45 while the remaining persons were 45 years old and over.

This means that on the whole our sample population of adult respondents is not significantly different from the adult population of Gary as a whole. Any increase in the size of the sample, however, would serve to give greater confidence both in the selection of the sample and in the findings.

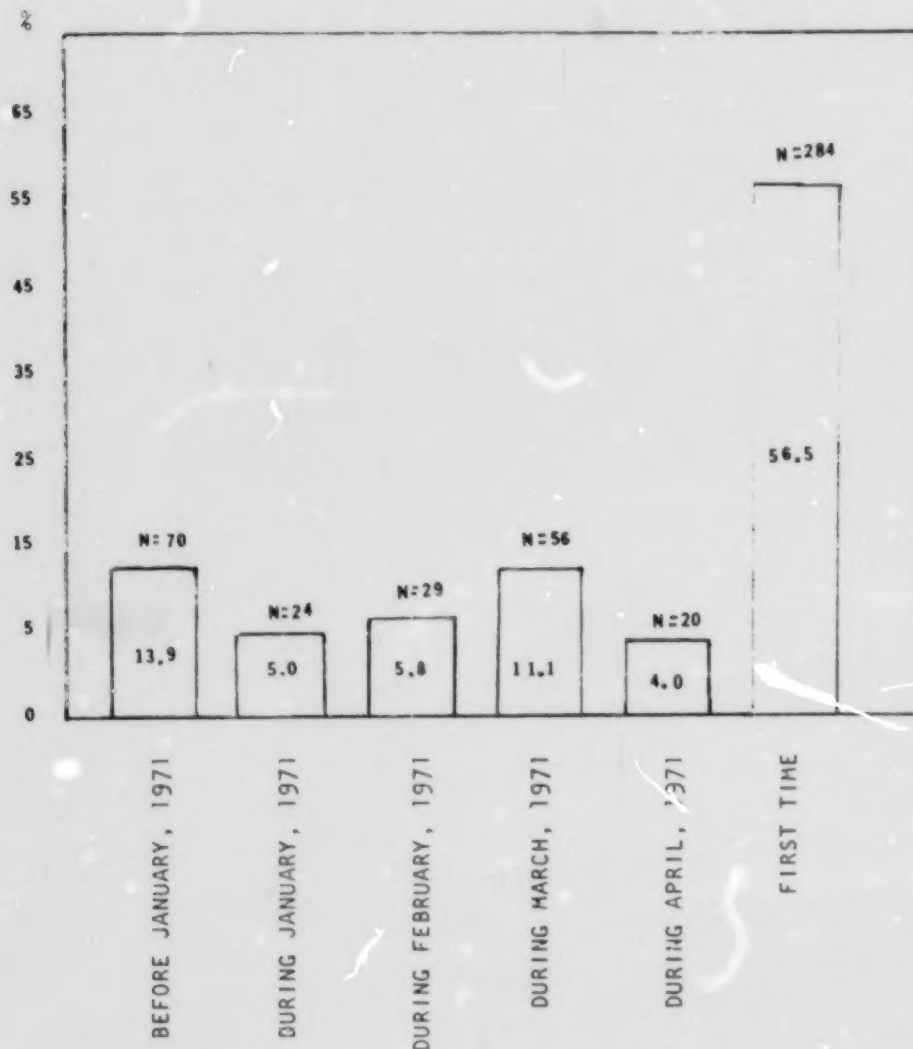
B COMMUNITY/PARENT SURVEY

FIGURE *

- 1 First hearing about the Education Voucher Program
- 2 Sources of Information on the Education Voucher Program
- 3 Decision about the Education Voucher Program
- 4 Desirability of the Education Voucher Program
- 5 Most (Least) desirable features of the Education Voucher Program
- 6 Willingness to use the Education Voucher Program

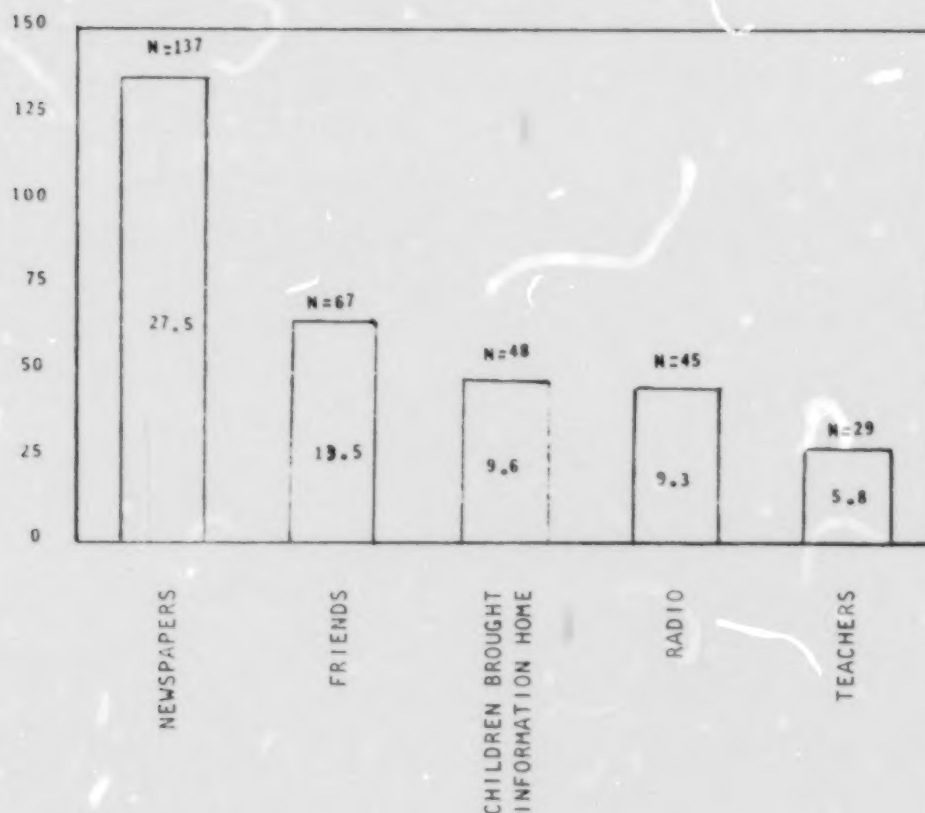
* Complete data on these figures may be found in Appendix E

FIGURE 1 : When first hearing of the Education Voucher Program being discussed in Gary (Community/Parent Survey)



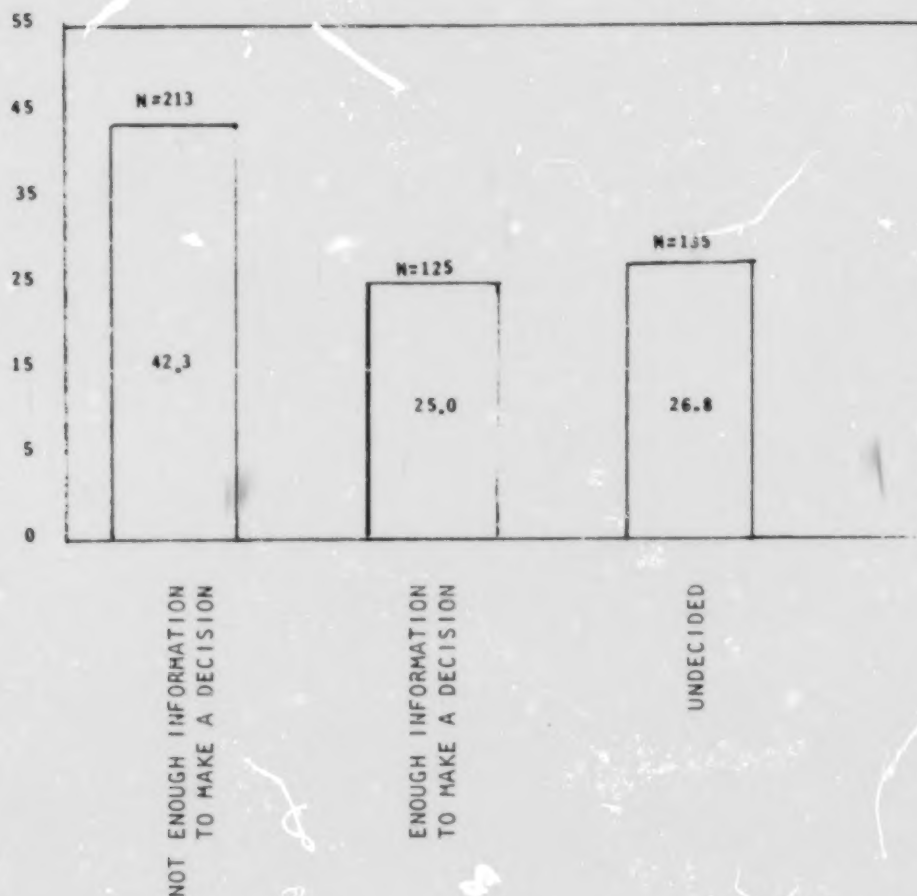
Over one half (56.5%) of the total number of respondents to this question indicated that they were hearing about the Education Voucher Program for the first time when they received the Community/Parent Questionnaire. However, between February and March, the percentage of those hearing about the program for the first time doubles (from 5.0 to 11.1). This increase in awareness coincides with the launching of the public information campaign phase of the Feasibility Study at the beginning of March.

FIGURE 2: Sources of information on the Education Voucher Program (Community/Parent Survey)



Newspapers were the most common source of information about the voucher program. Friends, information brought home by children, radio, teachers were, in that order, the other most frequently indicated sources of information.

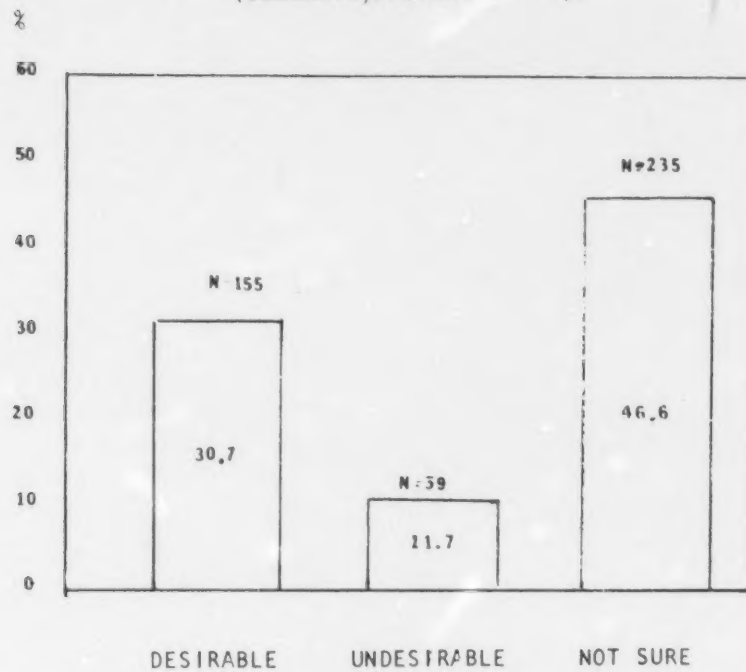
FIGURE 3 : How respondents felt about making a decision on the Education Voucher Program with the information they now have (Community/Parent Survey)



A large percentage (42.3%) of all respondents to this question indicated that they felt they did not have enough information about the Education Voucher Program to make a decision about it. Those undecided were 26.8% and 25% felt they could make a decision with the information they now had.

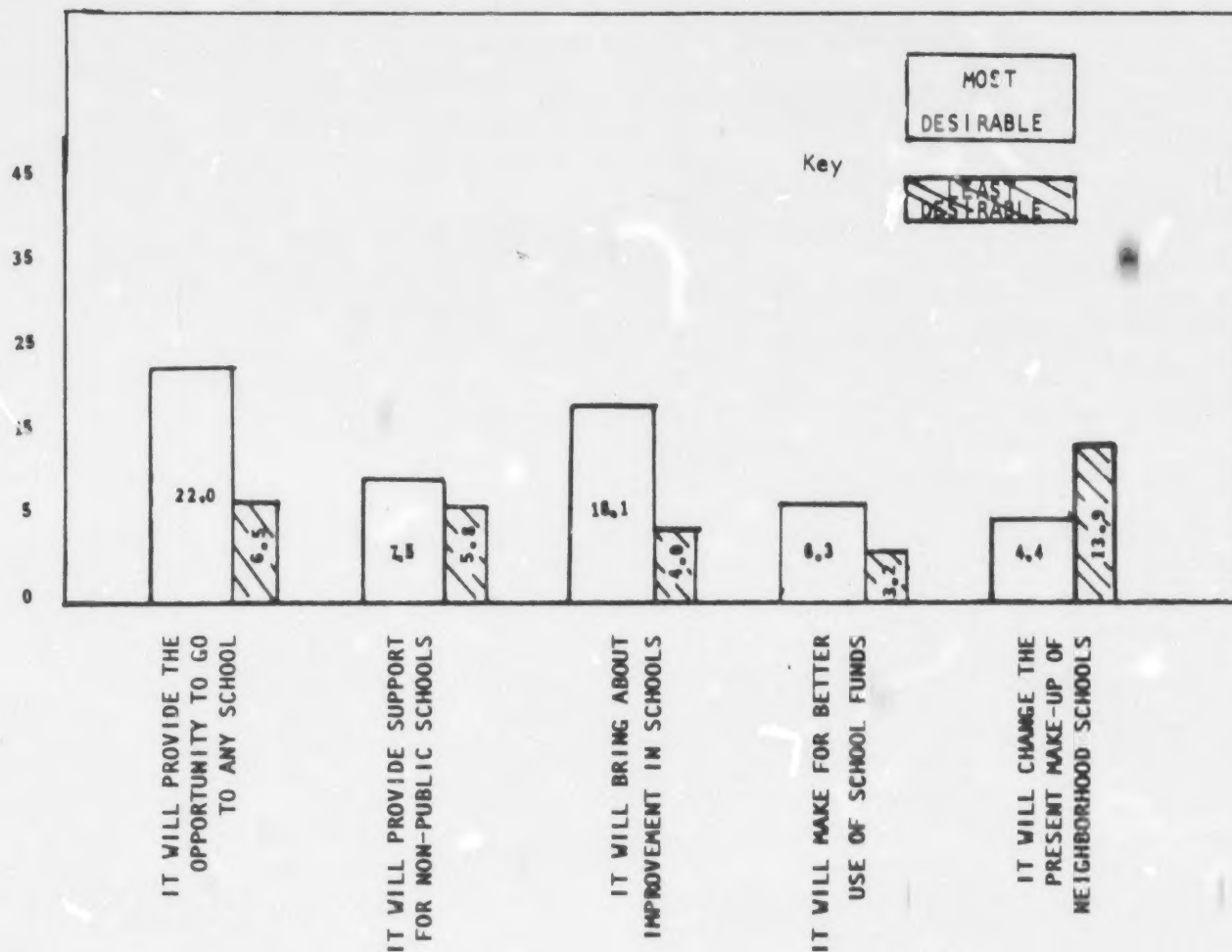
An even larger percentage (67.6%) of the respondents on the School Personnel Question (Figure , Page) felt that they could not make a decision with information they now had; 27.7% felt they could make a decision.

FIGURE 4: Desirability of the Education Voucher Program being discussed in Gary (Community/Parent Survey)



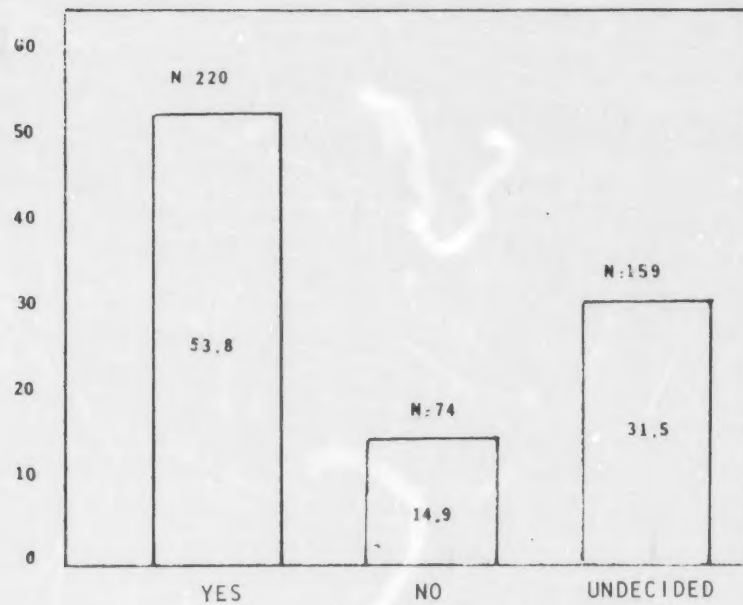
The percentage indicating desirable was 30.7%, or three times those who indicated undesirable (11.7%); 46.6% were not sure.

FIGURE 5: The MOST (and LEAST) desirable features of the Education Voucher Program being discussed in Gary (Community/Parent Survey)



The greater percentage of respondents indicated that providing opportunities to attend any school and bringing about improvement in schools were the two most desirable features of the Education Voucher Program. These combined represent 40.1% of the total respondents.

FIGURE 6 : *WILLINGNESS to participate in an Education Voucher Program if it were set up in Gary (Community/Parent Survey)*



Over half (53.8%) of all the respondents indicated a willingness to participate in the Education Voucher Program. Only 14.9% indicated no to this question.

Analysis of TABLE 57 (Appendix), indicates that as the respondents showed an increase in awareness of the Education Voucher Program, they were more likely to indicate a willingness to participate in such a program.

Awareness

In the Community/Parent Questionnaire (see Appendix D) nine questions (18-26) were based on general factual information that pertained to the Education Voucher Program. For instance, the basic categories of the questions were:

1. Value (monetary)
2. Options
3. Benefits
4. Parental Choice
5. Regulatory functions of the Voucher Program

A total of nine (9) "yeses" to these questions would have constituted a perfect score. Therefore it is possible in analyzation to designate those on one extreme with eight to nine correct answers as being "very aware" and those with only one to two correct answers as being "slightly aware."

If we look at the summary scores to questions 18-26 (Appendix), we see that a very large percentage (26.2) had eight to nine correct answers; 20.6 had perfect scores. By concentrating on the two extremes, the "very aware" group (26.2) and the "slightly aware" group (10.6) we can look at the frequency distribution (Appendix E) and determine the percentage of questions for which the respondents had the most or least information by how they answered the question.

By taking this one step further, we can look at how the respondents answered the question. Is the information you now have about the

Education Voucher Program:

1. Enough to make a decision about it
2. Not enough to make a decision about it
3. Undecided

(See FIGURE 3 and FIGURE 11)

As stated, a large percentage (42.3) of all respondents to this question indicated that they felt they did NOT have enough information about the Education Voucher Program to make a decision about it. 26.8% were UNDECIDED, and 25% felt they could make a decision with the information they now had. An even larger percentage (67.6) of the respondents on the School Personnel Questionnaire felt that they could NOT make a decision.

We may conclude therefore:

- a. Although a large percentage of the respondents (Community/Parent) indicated that they had a more than substantial amount of information on the Education Voucher Program; and
- b. It is possible to determine what kinds of information they had by analyzing the frequency of responses;
- c. A significant majority of the respondents are still unable to make a decision with the present information they now have.

C. SCHOOL PERSONNEL SURVEY

FIGURES

- 7 Awareness of the Education Voucher Program
- 8 First hearing about the Education Program
- 9 Most common sources of information about the Education Voucher Program
- 10 First source of information about the Education Voucher Program
- 11 Decision about the Education Voucher Program
- 12 Desirability of the Education Voucher Program
- 13 Most (Least) desirable features of the Education Voucher Program
- 14 Willingness to use the Education Voucher Program

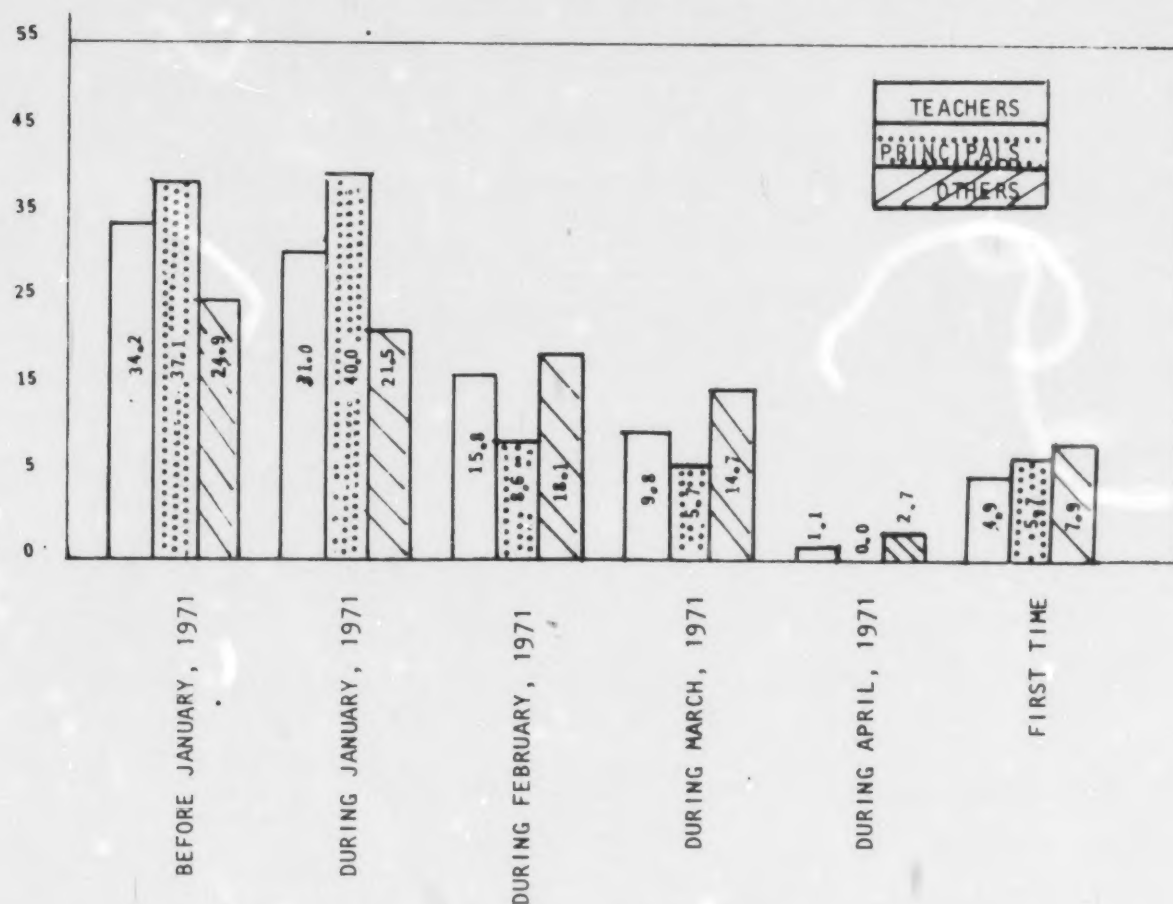
These figures are based on a total of 343 respondents. More than half of the respondents, a total of over 400, are not tallied here because their code sheets arrived too late for data processing. Complete data on these figures may be found in Appendix E.

FIGURE 7 . - Awareness of the Education Voucher Program being discussed in Gary School Personnel Survey)

RESPONDENTS	AWARE		NOT AWARE	
	%	N	%	N
TEACHERS	90.8	167	8.2	15
PRINCIPALS	91.4	32	5.7	2
OTHERS	75.0	15	17.0	15

A large majority of the respondents to the School Personnel Questionnaire were already aware of the Education Voucher Program being discussed in Gary, when the questionnaires were administered.

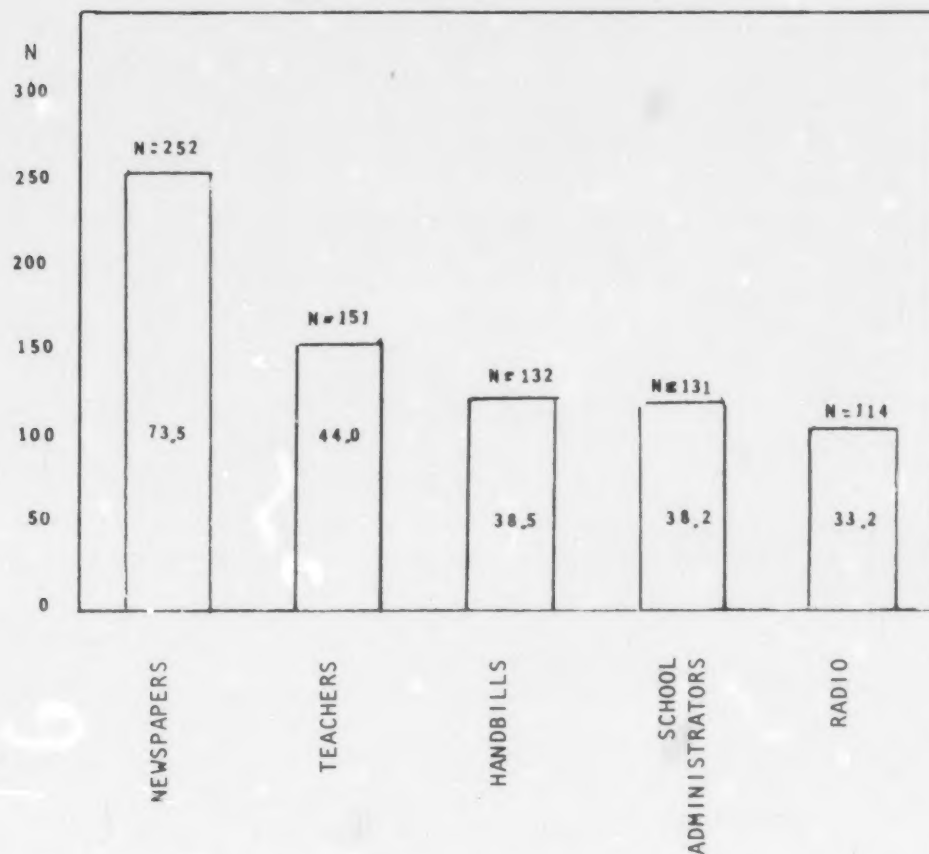
FIGURE 8 : When first hearing of the Education Voucher Program being discussed in Gary (School Personnel Survey)



A majority of all respondents on the School Personnel Survey had heard about the Education Voucher Program before or during January, 1971; 65.2 of all teachers, 77.1 of all principals and 46.4 of all others.

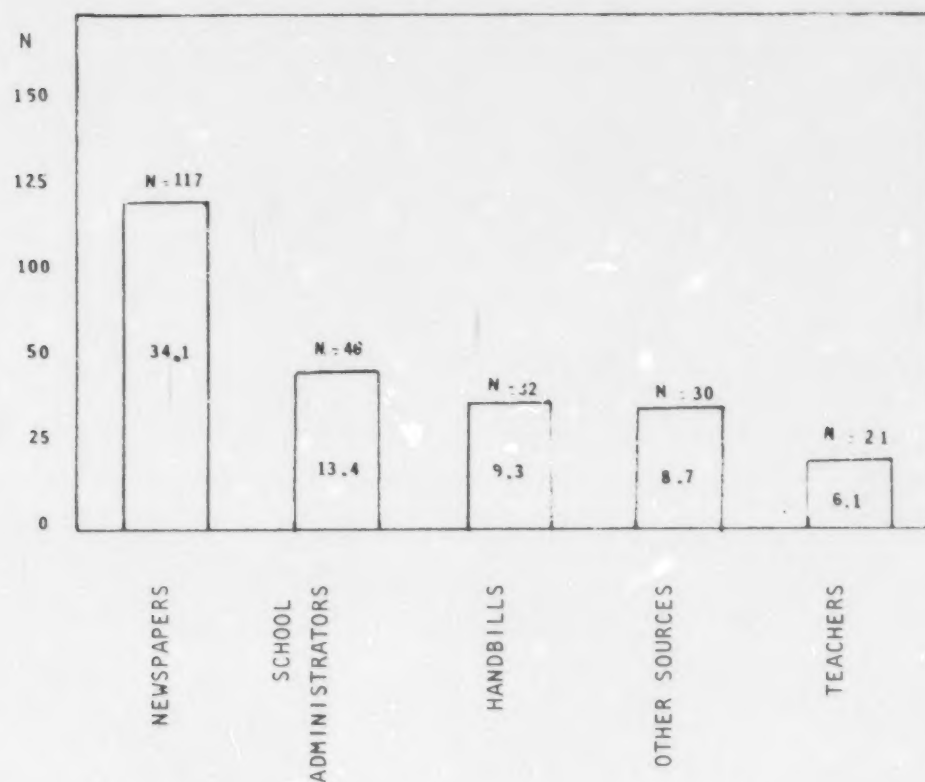
In Figure 9, the majority of school personnel indicated that their first source of information was the newspaper (34.) or school administrators (13.4).

FIGURE 9 : *MOST COMMON Sources of Information on the Education Voucher Program (School Personnel Survey)*



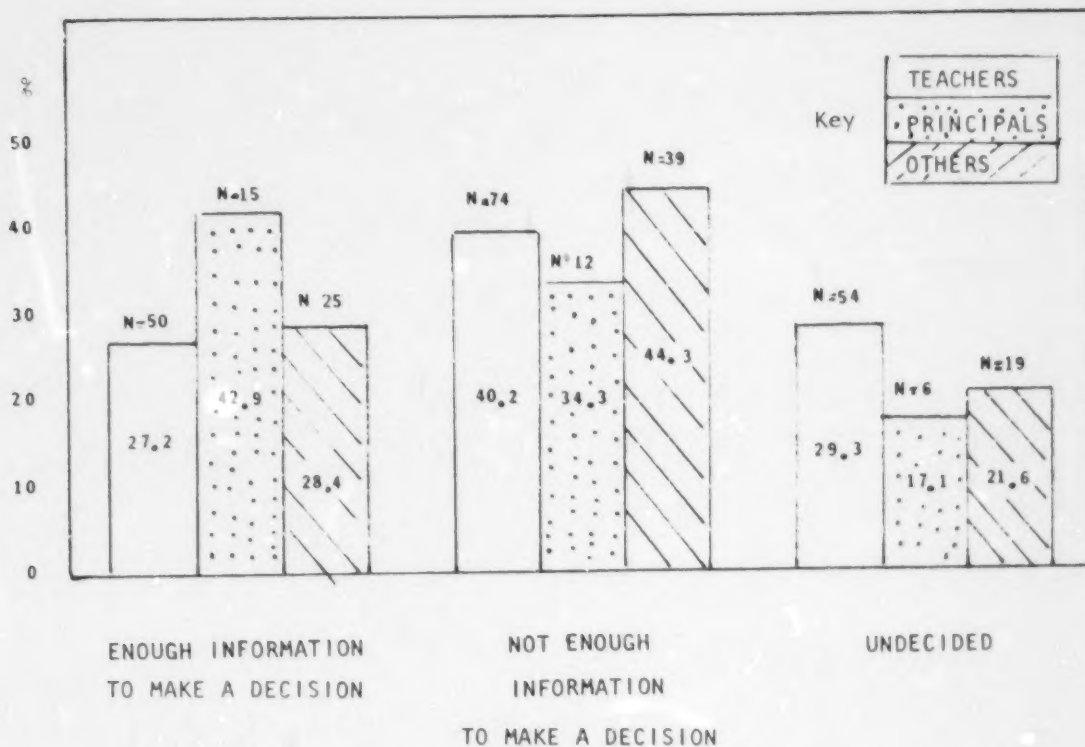
The five (5) most common sources of information on the Education Voucher Program cited by the respondents were (in order): newspaper, teachers, handbills, school administrators, radio.

FIGURE 10: *First Sources of Information on the Education Voucher Program (School Personnel Survey)*



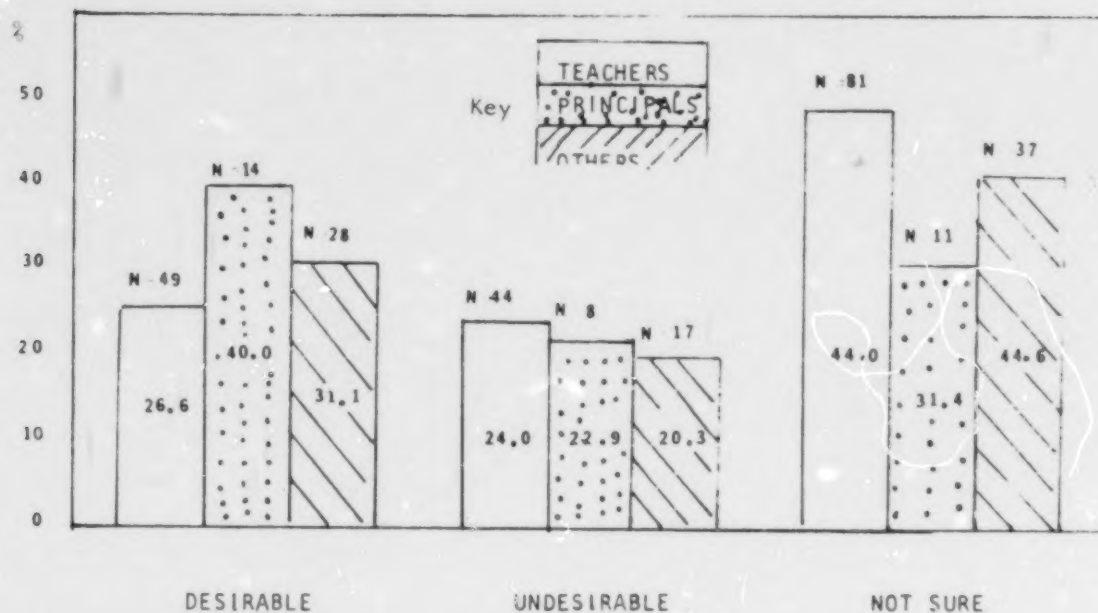
When asked to list their FIRST source of information on the Education Voucher Program, those sources with the highest percentages were: newspapers, school administrators, handbills, other sources, and teachers (in that order).

FIGURE 11 : *How respondents felt about making a decision on the Education Voucher Program with the information they now have (School Personnel Survey)*



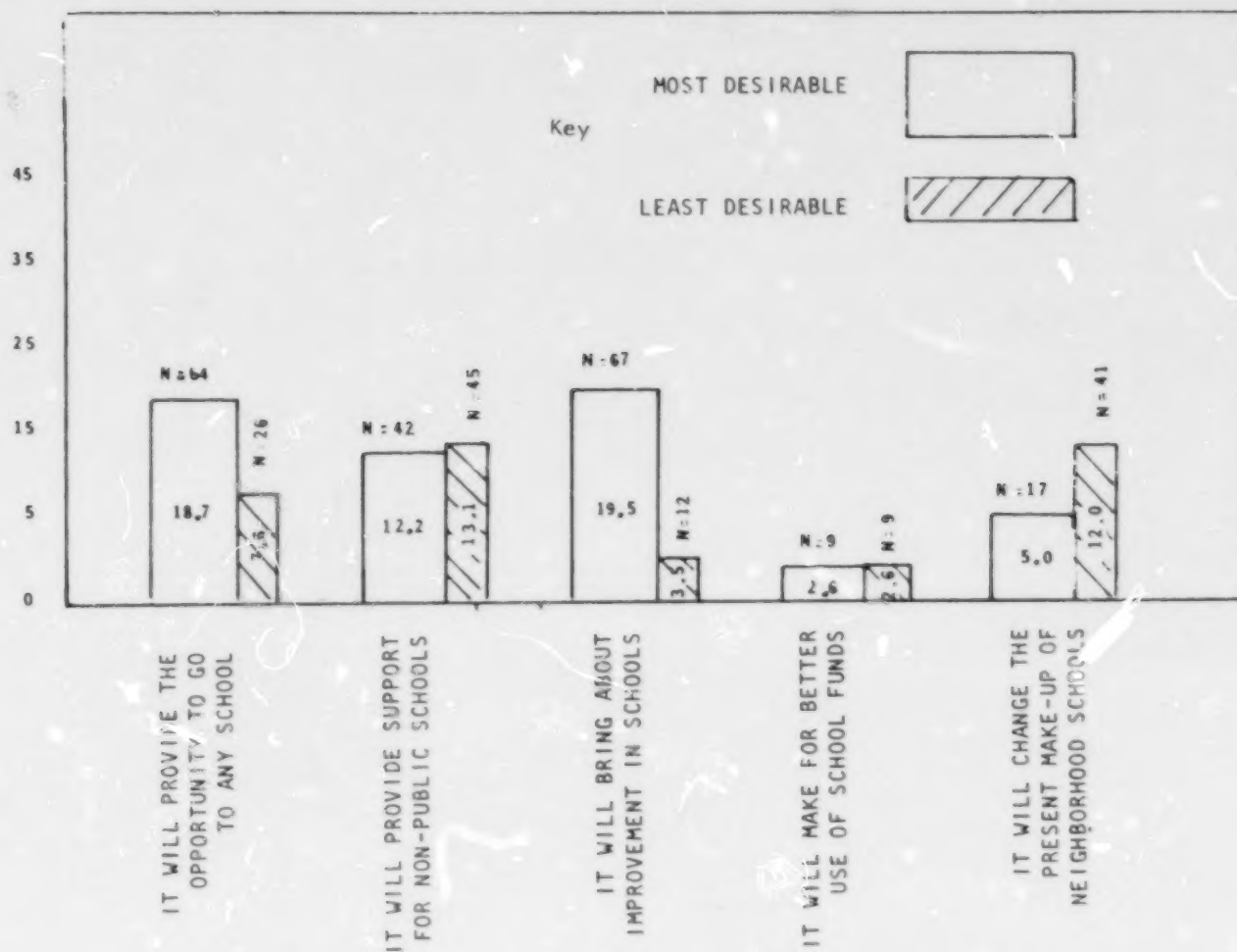
The majority of school personnel felt that they did not have enough information to make a decision on the Education Voucher Program: 40.2 teachers, 34.3 principals, 44.3 others. However, most of the principals (42.9) felt that they did have enough information in order to make a decision. 23.6 of all respondents were undecided.

FIGURE 12 : Desirability of the Education Voucher Program being discussed in Gary (School Personnel Survey)



Over 27% of all school personnel responding felt desirable about the Education Voucher Program being discussed in Gary. Of this group 40.0 were principals. 22.2 of all school personnel indicated undesirable; 40.2 of all respondents indicated not sure. Close to half (44.0) of all teachers indicated not sure.

FIGURE 12: *The MOST (and LEAST) desirable features of the Education Voucher Program being discussed in Gary School Personnel Survey)*



The greater percentage of respondents indicated that providing opportunities to attend any school and bringing about improvement in schools as the two most desirable features of the Education Voucher Program.

This response was the same as those given by the respondents on the Community/Parent Survey. (See FIGURE 5).

FIGURE 14: *WILLINGNESS to participate in an Education Voucher Program if it were set up in Gary*
(School Personnel Survey)

RESPONDENTS	YES		NO		UNDECIDED	
	%	N	%	N	%	N
TEACHERS	47.3	67	6.5	12	39.1	72
PRINCIPALS	74.1	25	8.6	3	14.3	5
OTHERS	43.2	38	13.6	12	29.5	26

Most of the teachers (47.3%), principals (74.1%) and other (43.2%) responding to the School Personnel Survey indicated a willingness to participate in an Education Voucher Program if it were set up in Gary; 9.3% of all respondents indicated no; 32.4% were undecided.

D. SUMMARY TABLES

The following Summary Tables compare the response of the Community/Parent Survey and the School Personnel Survey to those statements dealing with ISSUES.

<u>ISSUES</u>	<u>SUMMARY TABLES</u>
Structure	1-2-3
Parental Choice	4 and 7
Regulatory	5-6-11
Church/State	17
Segregation	18
Legislation	26 and 29

STRUCTURE

STATEMENT #1 *If a voucher system were instituted, it should be administered by the existing Board of Education (School Trustees).*

RESPONDENTS	AGREE		DISAGREE	
	%	N	%	N
COMMUNITY/PARENT	40.0	40	22.0	22
SCHOOL PERSONNEL	37.0	127	33.8	116

SUMMARY TABLE 1

STATEMENT #2 *If a voucher system were instituted, it should be administered by a new agency having complete autonomy from the existing Board of Education.*

RESPONDENTS	AGREE		DISAGREE	
	%	N	%	N
COMMUNITY/PARENT	25.0	25	31.0	31
SCHOOL PERSONNEL	32.9	113	39.1	134

SUMMARY TABLE 2

STRUCTURE (CONTINUED)

Statement #3 *Parents should serve in key decision-making positions (roles) in any agency or unit set up to administer the voucher program.*

RESPONDENTS	AGREE		DISAGREE	
	%	N	%	N
COMMUNITY/PARENT	54 0	54	39 0	39
SCHOOL PERSONNEL	52 2	179	21 0	72

SUMMARY TABLE 3

PARENTAL CHOICE

STATEMENT #4 *If a voucher program were instituted parents should have the right to bus their children voluntarily to voucher receiving schools, at no additional cost to them.*

RESPONDENTS	AGREE		DISAGREE	
	%	N	%	N
COMMUNITY/PARENT	60.0	50	14.0	14
SCHOOL PERSONNEL	57.7	198	27.2	78

SUMMARY TABLE 4

STATEMENT #7 *Parents are knowledgeable enough and involved enough in their childrens' education to be able to make a sound choice as to what type school and/or education program is best likely to meet the childrens' educational needs.*

RESPONDENTS	AGREE		DISAGREE	
	%	N	%	N
COMMUNITY/PARENT	41.0	41	25.0	25
SCHOOL PERSONNEL	25.1	86	47.5	163

SUMMARY TABLE 7

REGULATORY

STATEMENT #5 *The State Education Department should continue to set minimum Education Requirements in all schools, whether they participate in the voucher program or not.*

RESPONDENTS	AGREE		DISAGREE	
	%	N	%	N
COMMUNITY/PARENT	65.0	65	6.0	6
SCHOOL PERSONNEL	78.4	269	2.9	10

SUMMARY TABLE 5

STATEMENT #6 *Schools participating in the voucher program should be allowed to set their own educational standards and programs.*

RESPONDENTS	AGREE		DISAGREE	
	%	N	%	N
COMMUNITY/PARENT	30.0	30	39.0	39
SCHOOL PERSONNEL	32.4	80	49.5	170

SUMMARY TABLE 6

REGULATORY (CONTINUED)

STATEMENT #11 *Schools participating in an Education Voucher Program should be allowed to hire and fire their teachers independently of the existing School Board.*

RESPONDENTS	AGREE		DISAGREE	
	%	N	%	N
COMMUNITY/PARENT	21.0	21	33.0	33
SCHOOL PERSONNEL	13.1	45	63.9	219

SUMMARY TABLE 8

CHURCH / STATE

STATEMENT #17 *The separation of church and state should be maintained under any voucher plan.*

RESPONDENTS	AGREE		DISAGREE	
	%	N	%	N
COMMUNITY/PARENT	35.0	35	23.0	23
SCHOOL PERSONNEL	41.1	141	24.2	83

SUMMARY TABLE 9

SEGREGATION

STATEMENT #18 *The Education Voucher Program provides another tool for segregationist.*

RESPONDENTS	AGREE		DISAGREE	
	%	N	%	N
COMMUNITY/PARENT	24.0	24	27.0	27
SCHOOL PERSONNEL	28.5	98	32.9	111

SUMMARY TABLE 10

LEGISLATION

STATEMENT #26 *Any new legislation that is required to institute the Education Voucher Program in Gary should be encouraged.*

RESPONDENTS	AGREE		DISAGREE	
	%	N	%	N
COMMUNITY/PARENT	46.0	46	8.0	8
SCHOOL PERSONNEL	33.6	115	16.9	58

SUMMARY TABLE 11

STATEMENT # 29 *The Education Voucher Program should be explored even if Enabling Legislation is not fully obtained.*

RESPONDENTS	AGREE		DISAGREE	
	%	N	%	N
COMMUNITY/PARENT	55.0	55	11.0	11
SCHOOL PERSONNEL	46.0	158	19.8	68

SUMMARY TABLE 12

E. WORKSHOPS/FORUMS

Like the parent/community respondents, persons attending workshops and forums found the education voucher an interesting alternative to the present means of providing education for children. However, unlike the respondents in the parent/community survey, attendees at the workshops and forums had the advantage of being better informed, generally, about the Education Voucher System. (See Figure 15). No attempt is made therefore to generalize findings from the workshops and forums to the Gary population as a whole.

It is instructive to note, however, the types of concerns, expressed through questions, that the workshop and forum respondent articulated. The types of questions raised by this group is shown in Table 7. (See Sample Question in Appendix C). It shows that most questions were asked about the structure and administration of the proposed Education Voucher System. Other significantly large areas of concern were related to the models and programs, accountability, target area, meaning of feasibility and value of the voucher. With this information (or the questions) there is, at least, some indication of what is meant when respondents say they are "undecided" or have "insufficient information".

Therefore the data from workshops and forums, although not generalizable to Gary population as a whole, are important guidelines for future planning and programming.

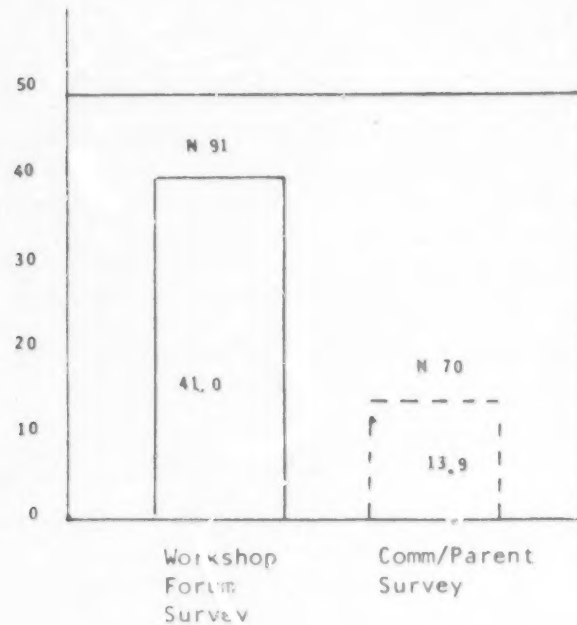
TYPES OF QUESTIONS RAISED BY WORKSHOPS/FORUMS PARTICIPANTS

TABLE 7

Administrative/Structural	104
Models/Programs	41
Accountability	38
Target Area	36
Feasibility	23
Value of Voucher	22
Improvement in Schools	21
Use of Public Funds	15
School City	10
Busing	9
Enabling Legislation	8
Church/State	7
Increased Costs	5

WORKSHOPS / FORUMS

FIGURE 15: *When first hearing of the Education Voucher Program being discussed in Gary (Workshop/Forum Survey)*



When compared with the Community/Parent Questionnaire respondents, the predominate number of attendees at the Workshops and Forums tended to have had information about the Education Voucher Program at an earlier date. 41.0 percent had information prior to January, 1971 as compared to 13.9 for the respondents to the Community/Parent Survey. In general, the frequencies of responses from both Community/Parent and Workshop/Forum populations had similar distributions.

F. Civic and Political Organizations and Offices

There were twenty-one (21) respondents to our Civic and Political Organization and Office Questionnaire, representing eighteen (18) organizations and three (3) offices (Governmental Bureaus). Some respondents did not answer all the questions. However, as it will be shown, the non-response rate on each question was very low. Thus of the eighteen (18) responding organizations, seventeen (17) answered the questions concerning whether the organization has a national as well as a local branch. One of the respondents said his organization had only a national branch, whereas five (5) of the other respondents said their organizations had only local branches. Eleven (11) others said their organizations had both national and local branches. Similarly, of the three (3) responding representatives of offices, two (2) answered the question as follows: one respondent said his office had only a local branch while the other said his office had national as well as local branches.

Seven (7) organization representatives and one (1) office representative said that they had only local affiliations. One (1) office and ten (10) organizations informed us that they have both national and local affiliation. Finally, one (1) organization representative reported that he has only national affiliation while the remaining respondent for office did not answer this question.

More important, when asked in what way they were affiliated with the national or local branches of their respective organizations and offices, three (3) organization representatives and one (1) office representative said they held positions as officers on the national

level and fourteen (14) respondents from organizations and one respondent from an office stated that they held positions as officers on a local level. The remaining respondents classified themselves as follows: twelve (12) national and four (4) local members of organizations and one (1) national and one (1) local member of offices.

Table 8 (D-83) shows the various areas of interest of the organizations contacted.

Ten of the local organizations and two of the local offices have a special division or department that deals with education. Eight local organizations do not. Specific funds for education are set aside by four local organizations and two local offices. Thirteen local organizations do not have such funds.

On the whole, information regarding the Education Voucher System in Gary was received mostly on a local level both by organizations and offices. Thus eleven (11) of the organizations and three (3) of the offices said that they received information only locally. However, only three (3) organizations heard about the Education Voucher System both nationally and locally while one (1) had received information only on a national level. Of the eleven (11) organizations receiving information on a local level, six (6) received their information prior to or during January 1971, two (2) during February 1971, two (2) during March 1971, and the remaining one (1) did not know when the organization received its information. If the dates on which information was received were listed for the remaining organizations and offices, the distribution would not change significantly, which demonstrates that most information was received prior to or during January 1971.

ORGANIZATION AREA OF INTEREST

Gary, Indiana

AREA OF INTEREST	ORGANIZATIONS	
	NUMBER	PROPORTION
Civil Rights	8	.44
Civil Liberties	6	.33
Health	8	.44
Social Welfare	13	.72
Religious Interest	6	.33
Racial and Ethnic Interests	8	.44
Education	13	.72
Business or Economic	7	.38
Recreational Interests	10	.55
Women's Rights	2	.11
Special Services	7	.38
Housing	8	.44
Urban Development	8	.44
Youth	1	.05

TABLE 8

As it has been illustrated before similar findings have been revealed for parents, community residents and school personnel.

Moreover newspapers play as important a role here as they did for parents, community residents and school personnel. Thus most local organizations, eight (8), and local offices, three (3), received their information through newspapers. In this instance, however, new sources of information appear, that is, seven (7) organizations also received their information through schools or the School Board.

All of the offices and eight of the organizations had heard about how the Education Voucher System should be organized. Ten (10) organizations had not.

The membership of over half (11) of the organizations had not discussed the Education Voucher System. The EVA was not discussed by 50%. In contrast, the constituency of two (2) of the three (3) offices had discussed both Education Voucher System and EVA. As seen in Table 9 (page 85), most organizations had not discussed with their membership many of the concerns being brought forth about Education Voucher System. The most cited concerns were: (a) maintaining separation of Church and state; (b) the value of the voucher being the same for all schools and for each student. Most issues such as use of the voucher as a tool of segregationists and maintaining separation of church and state were brought to organizations by individuals outside of their membership. Two (2) offices also had individuals outside of their constituency bring to them concern for separation of church and state.

Four (4) of the organizations and three (3) of the offices reported that they had taken a position in support of the Education Voucher System. Only one (1) organization stated it had taken a position not in support

SOURCES OF ISSUES ON THE EDUCATION VOUCHER SYSTEM BROUGHT TO THE ATTENTION
CIVIC AND POLITICAL ORGANIZATIONS AND OFFICES

TABLE 9

	Membership Constituency		Other Individuals		Other Organizations	
	Organizations	Offices	Organizations	Offices	Organizations	Offices
A. Use of the voucher as a tool of segregationists	2		8		2	
B. Maintaining separation of church and state under EVS	3	1	8	2	3	
C. EVS leading to higher taxes	1		5		2	
D. Loss of other federal funds by local schools under the EVS	1		3		3	
E. The value of the voucher should be the same for all schools	3		6	1	2	
F. The value of the voucher should be different for different types of schools	2	1	4	1	2	
G. The value of the voucher should be the same for each student	3		5	1	2	
H. The value of the voucher should be different for each student	1		3		3	

of the Education Voucher System. All other organizations and the remaining offices were either undecided or withholding their support of the Education Voucher system.

In response to the question regarding whether or not the local office organization would take a position on the Education Voucher System independent of the national branches, ten (10) organizations and one (1) office stated yes, while three (3) organizations and one (1) office said no.

Similarly, five (5) organizations and one (1) office stated that they would support enabling legislation while twelve (12) of the organizations were undecided.

For all three of these areas (position in support of voucher; independent position of voucher; and support of enabling legislation) offices and organizations which had special divisions or departments of education that had special funds for education, tend to give affirmative answers to these questions; whereas those which had no special divisions of funds answered negatively in those areas. Thus, for example, of those organizations and offices that had taken a stand and would take a position independent of the national organization, nine (9) had special divisions for education and five (5) had no special funds. For those organizations which would neither support the voucher nor take an independent position, three (3) had no special division for education and two (2) had no special funds.

Thus a full range of national - local office - organizations and member-officers is covered in our sample. This is very important in terms of weighing any response to questions concerning acceptance or

willingness to use the education voucher. Many of the members, and certainly the officers, are decision-makers in areas related to education or social welfare. Their opinion should be known to any person or group planning to make innovations in these areas. In addition, size of membership is also an important factor in weighing opinions of organization respondents. In our sample of respondent, membership affiliation ranges from as low as 20 to as high as 20,000, with the median size being 152.

G. Board of Education Members Interview

Residence

All five board members live in Gary. Their years of continuous residence there ranges from 15 to 60 years.

Term of Office

Board members are appointed by the mayor for a four year term. The present board members' terms will expire as follows:

1 - July, 1971

1 - July, 1972

2 - July, 1973

1 - July, 1974

The length of time present members have served on the board ranges from ten months to almost four years.

Teaching Experience

Only two members have had teaching experience, one in Gary as a substitute for one year and the other outside of Gary for six years.

Administrative Experience

None of the members have held school administrative positions either within or outside of Gary. However all have served in administrative positions outside of school systems. They have served in these positions between three and ten years.

Reasons for Interest in Education Vouchers

Reasons given for becoming interested in the concept of Education Voucher System for Gary were the following: interest in improving educational achievement; better and more varied education for deprived students; additional sources of funds for the Gary school system; and an interest in quality education. One member stated that he had never heard of the Education Voucher System before it was presented to the Board.

Support of Education Voucher Concept

Four of the five Board members stated that they supported the concept of the education vouchers. Two felt that an Education Voucher System would allow the public to choose the kind of education it wanted as well as enable it to exercise its power for change. Another felt that this might be a way to improve achievement among the underprivileged. Another view was that competition among schools would tend to improve the educational system. One member felt that there wasn't enough information about Education Voucher System to warrant his support, nor did he think there was sufficient public support for it.

Organization of the Education Voucher Agency (EVA)

Two board members stated that the EVA should be a separate body and independent of the school board. One of these members felt that the Education Voucher System would require radical change and should, therefore, be free of the school board. He stated that changes in state laws would be necessary. Additional costs would not be necessary, since he states he can conceive of ways to have EVA separate without duplication of effort. The other member who felt that the EVA should be separate and independent gave as his reason the fact that the present board is on a part-time basis and cannot handle all of its business. It would be better to have a board that could work full-time. He feels that the only administrative change necessary would be to switch from part-time to full-time. This would necessitate additional costs for administration.

The third board member also stated that the present board should be the EVA so that the board would have full control from the beginning to minimize conflict; otherwise communities might have fears regarding who is controlling EVA. He feels that administrative changes necessary would be the following:

- 1) There should be an advisor to the board on EV matters.
- 2) There should be two full-time staff members to implement policies handed down by the board. He doesn't foresee any additional costs for this, but if there are any, the board should support such costs.

The fourth board member feels that EVA should be a separate body since the board is already overburdened, but the EVA should not be independent of the board because the board must retain its right to

make final decisions since it is responsible to the community. State laws will have to be changed to allow for a public charter. He feels that this will entail additional costs and that the federal government, not the school system, should support these costs.

The fifth board member feels that the EVA can be organized in one of two ways:

- 1) The present board should be the EVA --innovative programs could be managed very well by the board. He states that the present board would be more interested in education than in funds or prestige. Administrative changes needed would be making 3 or 4 schools experimental and comparing results after 2 or 3 years. No additional costs are deemed necessary and if there are any, the board should pay for them.
- 2) The EVA should be separate but not independent of the board. He stated that any voucher program needs a community oriented board because cooperation is a necessity. No administrative changes are deemed necessary. This member felt that there should be no additional costs and if there were any, the school board should support such costs.

The following charts will summarize Board Members' responses to some key items.

The majority of the Board (3 members) feel that the present Board should either be the Education Voucher Agency or if the Education Voucher Agency is separate, it should not be independent of the Board. (Board Member Interview)

		YES	NO
A	The present School Board should be Education Voucher Agency	2	X
B	Education Voucher Agency should be separate but not independent of School Board	1	X
C	Education Voucher Agency should be separate and independent	2	X

The majority of the Board members either strongly agreed or agreed with
the following statements: (Board Member Interview)

Competition among schools will lead to an increase in the quality of education.	(SA - 2) (A - 2)
--	---------------------

Parents who select their children's school will re- main more educationally involved with their children than those who do not.	(SA - 3) (A - 2)
---	---------------------

Competition among schools will encourage improvement in teachers' performance and the delivery of edu- cational services.	(SA - 2) (A - 2)
---	---------------------

The present school system needs more and better qualified teachers.	(SA - 1) (A - 2)
--	---------------------

Competition among schools for funds and students is a meaningful and reasonable way to induce account- ability.	(SA - 1) (A - 3)
---	---------------------

Under the Education Voucher System, the value of the voucher should be determined by the progress in per- formance made by the school.	(SA - 1) (A - 3)
--	---------------------

If the Education Voucher System were instituted in Gary, Public Schools would lose students to parochial schools.	(A - 3)
---	---------

Under the Education Voucher System, the value of the voucher should be higher for the educationally dis- advantaged child.	(A - 4)
--	---------

SA = Strongly Agree

A = Agree

The majority of the Board members either strongly disagreed or disagreed
with the following statements: (Board Member Interview)

The separation of church and state should be maintained under any voucher plan. (D - 4)

The Education Voucher System provides another weapon for segregationists. (SD - 1)
(D - 4)

The introduction of the Education Voucher System into the Gary Public Schools will change them radically in too short a time. (SD - 1)
(D - 3)

The Education Voucher System imposes an immediate threat to the Public School system. (D - 4)

If the Education Voucher System were instituted in Gary, it should not include parochial schools (SD - 2)
(D - 3)

The Education Voucher System being discussed in Gary will inevitably lead to higher taxes. (SD - 1)
(D - 3)

The Education Voucher System being discussed in Gary is an obstacle to teacher performance. (SD - 1)
(D - 4)

SD = Strong Disagree

D = Disagree

How would you say the present school administration is performing in the following areas now, and how do you think it would perform under an Education Voucher Agency? (Board Member Interview)

OPERATION OF SCHOOLS				ATTRACTING NEW TECHNIQUES				ATTRACTING NEW ADMIN.				ALLOCATION OF FUNDS				PROGRAM DEVELOPMENT				PARENTS' CONCERNS				MEETING EDUCATIONAL NEEDS			
VW	W	N	B	VW	W	N	B	VW	W	N	B	VW	W	N	B	VW	W	N	B	VW	W	N	B	VW	W	N	B
4		1		3	2			1		2		4		1		5				4		1				1	4
4		1		2	3			4		1		3				5				4		1			4		1

HOW

EDUCATION
VOUCHER
AGENCY

VW = Very Well
W = Well
N = Neither Well Nor Badly
B = Badly
VB = Very Badly

The majority of the Board members were undecided about the following
two statements: (Board Member Interview)

The Education Voucher System being discussed in Gary is a
meaningful way to provide for the educationally disadvan- (U - 3)
taged child

Under the Education Voucher System, many schools will lose (U - 4)
funds such as Title I-III funds and special program funds

U = Undecided

IV

CONCLUSIONS

A. DEMOGRAPHIC DESCRIPTION OF GARY SCHOOL COMMUNITIES

Over 60% (108,823) of Gary's total population resides in the area designated as inner city (Area 11), 76% of the residents of Area 11 are black (see Table 3 Page 22).

This study indicates that, as in most school districts across the country, the majority of all special educational programs instituted in Gary service residents within the inner city. These include Title I, Urban Renewal and Model Cities Programs. This concentration of effort in the inner city alone has not only created hostility and rivalry among those who reside outside the inner city, but has also overlooked the fact that educational and economic disadvantage exist among those who do not fall within the area of concentrated effort (see pages 44-48).

In the Miller School, for example, 32% of the children are listed as indigent and no programs similar to the Early Learning Centers have been initiated there. In the Brunswick/Ivanhoe area, both the ethnic distribution and median income very closely parallel the inner city (see Table 4 Page 30).

If the voucher educational program is to benefit a reasonable mix of all Gary's population while resolving identified educational problems, it is more likely to do so if the entire city serves as the target area and all residents are able to participate on a voluntary basis.

LOCATION OF MODELS

At the same time the study indicates that all the available school

space exists within the inner city. It is therefore conceivable that the location of models in the inner city for which persons on the periphery could qualify, could attract people back to the inner city schools (see Maps 1.1 and 1.2, Pages 40-41 and Table 5 Page 30).

Models can also be located in non-school space in areas outside of the inner city.

We conclude therefore, that the development and application of the concept of an Education Voucher System could best be served if the entire city is the target area. With the entire city as the target area there would be the possibility of the following:

- a. Provide maximum choice to all residents
- b. Provide favorable mix of low income and non-low income parents
- c. Enhance the possibility of racial integration of schools
- d. Provide educational program diversity

B. COMMUNITY/PARENT - SCHOOL PERSONNEL SURVEY

Our study indicates that a significant number of Garyites have become aware of the concept of the education voucher and more people have agreed than disagreed that:

- 1) The Education Voucher System is a desirable educational innovation
- 2) The Education Voucher System will bring about improvement in schools.
- 3) They would be willing to participate in an Education Voucher System.
- 4) The present School Board should be the Education Voucher Agency (EVA).

- 5) Any new legislation required to institute the Education Voucher System should be encouraged.

Conversely, more people disagreed than agreed that:

- 1) The Education Voucher System is a great threat to the public school system.
- 2) The Education Voucher System provides another tool for segregational lists.
- 3) The Education Voucher System is an obstacle to teacher performance.
- 4) Many good teachers are likely to lose their jobs under an Education Voucher System.
- 5) The Education Voucher System should be administered by a new autonomous agency.

AWARENESS

While anywhere from 25-40% of all respondents stated that they had enough information to make a decision about vouchers, a larger percentage (40-60%) of the various respondents felt they could not make a decision with the information they now had. (see Figure 3, page 55).

Information regarding specific consequences and details of the Education Voucher System should be disseminated to the various identifiable stakeholders if the Gary citizenry is to become more aware of specific benefits of the voucher concept.

ACCEPTANCE

While almost three times more community persons and parents felt that the voucher program, as they understand it, was desirable (30.7%), than those who thought it was undesirable (11.7%), a larger percentage

(46.6%) were still unsure (see figure 4). Likewise while the majority (47.3-74.1%) of school personnel felt the voucher program was desirable still large percentages (from 30-40%) were undecided. (See Figure 12).

Since the voucher program is an innovation it is conceivable that many of those persons who are undecided may favor the program once they are in possession of more information and are exposed to specific models which will pinpoint how the voucher may affect them in specific ways.

WILLINGNESS TO PARTICIPATE - MODEL DEVELOPMENT

Over half (53.8%) of all community residents and parents indicated willingness to participate while over 50% of school personnel indicated likewise (see Figures 6 and 14).

There seems to be sufficient support therefore, for further exploration into pedagogical model development and EVA model development.

This kind of information goes beyond the support of the concept of the Education Voucher System, but lends evidence to the pre-conditions necessary for the realization of such a System. Furthermore, this kind of information came from various publics in Workshops, Forums, Community and School Surveys as well as the survey of civic organizations and the interview of School Board Members.

Our study indicates the need not only for disseminating more information, but information of a particular type. This includes information on the structure of the particular Education Voucher Program, criteria or guidelines for participating in the program, student admissions policies and educational program components.

C. ISSUES

EDUCATION VOUCHER AGENCY (EVA)

Most people supported the view that the existing board should have jurisdiction over any agency (EVA) set up to administer the voucher program: community 40%, school personnel 37%, board members

At the same time 54% of all parents and 52.2% of all school personnel felt that parents should serve in key decision-making positions on any unit set up to administer the voucher program.

(see Summary Tables 1 and 3).

It is advisable therefore that the existing Board consider instituting a special division responsible to an advisory structure, including school personnel, community representatives and parents, for the operation of an Education Voucher System.

PARENTAL PARTICIPATION

A majority of community residents and parents felt that they had both the knowledge and capacity to make sound educational choices for their children. (see Summary Table 7). In fact, a number of persons both in the inner city and other areas have indicated that they would like to participate in establishing an Education Voucher System. This proffered participation ranges from identifying other persons in the community to actively canvassing for enabling legislation.

REGULATIONS

The majority of the respondents felt that voucher schools should not be allowed to depart from minimum state education requirements.

nor should they be allowed to set their own education standards in programs, or hire and fire their own teachers (see Summary Tables 5, 6, 11).

We believe therefore that if a voucher program is to be successful, much time should be spent developing the regulatory system so that any departures from the regular practice are clearly understood and accepted by the essential publics.

The regulatory system would also maintain control on the accountability of the participating voucher schools as to the voucher monies received and their resultant performance.

CHURCH/STATE

The majority of the people held the view that separation of church and state should be maintained under any voucher plan. (see Summary Table 17). In the absence of required legislation, however, this remains a moot point for the time being.

In view of the absence of the necessary enabling legislation, parochial schools have not been included as possible alternatives in this stage of the feasibility study.

SEGREGATION

More people disagreed than agreed that the Voucher program would become another tool for segregationists. This, we feel, is reflective of the fact that schools are already dramatically segregated in Gary. As many as ten schools are 100% black, while six schools are 90% or more white.

On the basis of our findings, we conclude that a voucher program could assist in desegregating Gary Schools if attractive models which would draw students on a city-wide basis, were strategically

located throughout the city.

LEGISLATION

The majority of the people indicated they felt that the legislation required for an Education Voucher System to be instituted should be encouraged (community 46% and school personnel 33%; see Summary Tables 26 and 29). However, a large percentage of people feel that a voucher program should be explored even if enabling legislation is not obtained (community 55%, school personnel 46%). This might suggest a strong desire on the part of Gary's publics to experiment with a voucher program within the constraints of existing law. It might also indicate a willingness to develop options within the existing public school system. At any rate it may be interpreted as an additional vote for continued exploration of a voucher with concentrated activity in the area of model development.

Furthermore, since legislation will be required to authorize expenditure of public funds for private schools, it is even desirable to explore options within the existing public school system, while the necessary legislation is being drafted and developed.

These various bodies of information are encouraging. However, they also point to the fact that a lot of sound planning based on continuous contact with the community through survey techniques and interaction with existing community organization must be performed. In addition a great deal of work has to be done to assure that the kind of education packages conducive to effective educational output, especially for the disadvantage child, be included in such a system. All of this means continuous monitoring in terms of specific educational goals and models.

D. CIVIC AND POLITICAL ORGANIZATIONS AND OFFICES

Although many of the civic and political organizations and offices cannot take an official position on the voucher until their respective boards meet, a majority of those responding to the questions in the survey concerning support for the voucher were more in favor of it than not. They were in favor of any enabling legislation that might be required for establishing an Education Voucher System and they indicated that if the Education Voucher System were developed in Gary, they would recommend or refer parents or other individuals to a proposed education voucher school. In addition, most of these organizations and offices were in favor of the idea that competition among schools would enhance accountability and performance. Finally, they held that the state should continue to set minimum standards and that the existing Board of Education should administer the proposed Education Voucher System.

E. BOARD OF EDUCATION MEMBERS INTERVIEW

The present board members strongly endorse the Education Voucher Concept and feel that it could bring about needed improvements in the Gary Schools. However, the majority would favor the Board's retaining control of any Education Voucher System instituted, rather than establishing an autonomous Education Voucher Agency. (see page 90).

F. PRE-PLANNING VOUCHER BOARD

The Pre-Planning Voucher Board agreed that their functions and activities during this phase of the Feasibility Study which tested out the desirability component of the Education Voucher System were:

- a. Evaluative
- b. Advisory and Liaison

The Pre-Planning Voucher Board reviewed and evaluated the instrumentation of the public surveys and the public information campaign materials and activities. It served in an advisory capacity to the School Board and IAUE and was a liaison of information between these two and their respective constituents and publics at large.

In a second phase of the study, which would test out the workability of the Education Voucher System, the Pre-Planning Board would be able to serve a more defined role in the dissemination of information to and from their respective publics as to the regulatory functions and structure of the Education Voucher System.

It could also function in defining the role of the Education Voucher Agency (EVA) in the Education Voucher System; that could become a part of a broad-based citizen group on the EVA, and/or function as a screening group on the EVA, and/or function as a screening group for the citizen representation of the EVA. They would continue functioning in an advisory capacity to the School Board.

VII RECOMMENDATIONS

We have gained several valuable insights into the Gary Community. The struggle for quality education in Gary must be conducted in such a way as to assure all its citizens that they have a stake in the end product. Many of Gary's citizens presently feel that much is being done for Gary's poor at the expense of those who are not poor. Second, most of Gary's citizens are interested in the improvement of its schools and in some degree of educational reform. Third, they wish to have some degree of participation in the exercise of any educational change so that it does not occur in too great amount and in too short a time. Fourth, we have learned that Gary citizens wish that existing channels of administration participate in educational experiment and that those channels relinquish none of their current responsibilities to an autonomous group. Finally, we have identified four (4) broad target area communities, all of whose residents are interested in quality education and educational upgrading, but who at the same time want to be assured that their participation will help to formulate decisions and shape an experiment which will reflect their own unique experiences.

We recognize that our study has been limited to an examination of desirability, only one of the components of our operational definition of feasibility, and that additional time and resources would be required in order to test out the workability and advisability of an Education Voucher System for Gary. We recognize further that this additional time/resource factor may prove to be undesirable and/or inconsistent with the priorities of School City and the Gary Community at the time. It is therefore, within this context, and based upon all the foregoing findings and conclusions that we make the following recommendations:

1. That the entire city be the target site for the Education Voucher Experiment.

Rationale: (See CONCLUSIONS A, Pages 95, 96).

2. That the present school district be divided into four (4) adjacent, but non-contiguous, areas as follows:

- a. Brunswick/Edison
- b. Inner city (Froebel)
- c. Aetna/Miller
- d. Glen Park

Rationale: (See CONCLUSIONS A, Pages 95, 96).

3. That specific Task Groups be identified and trained for the purpose of:

- a. Assessing educational needs of the community.
- b. Identifying possible education alternatives or materials.
- c. Fostering community support for change, assessment of needs and development of new materials.
- d. Fostering community support for enabling legislation.
- e. Identifying and training other members of the community in the same skills in which they have been trained.

Rationale: (See CONCLUSIONS C, Parental Participation,

Page 99)

4. That a period of 4-10 months be devoted to develop:
 - a. Pedagogical Models - specialized programs to meet specifically identified educational problems.
 - b. Structural Models - alternative regulatory systems that will be used to administer the models developed in (a).

Rationale: This recommendation is based on our judgment that it would be desirable to maintain a high level of public involvement in the development of both the pedagogical and structural models. In our experience, this will require maintenance of a process of involvement through leadership, development training, education problem identification and development of educational management skills.

5. That the existing Board be the Education Voucher Agency (EVA), but that the EVA be staffed by persons screened and selected by a broad based citizens group such as the Pre-Planning Voucher Board.

Rationale: (See CONCLUSIONS C, Education Voucher Agency, Page 99)

6. That local support and initiative be used to set in motion the required enabling legislation.

Rationale: (See CONCLUSIONS C, Legislation, Page 101)

7. That a Model implementation schedule be established as follows:
- a. 3-5 Operational models by September, 1972
 - b. Each model limited to 100-150 students
 - c. Total of all models not to exceed 500 students for first year (1972) implementation.

Rationale: This recommendation is based upon our belief that initiation of operational models involving more than 500 students in the fall of 1972 would create difficulties of scheduling, staffing, facilities and content which would tend to weaken the possibilities of success for the models and the voucher concept.

8. That performance relationships be established between schools and the EVA and that performance be measured in terms of student achievement and/or problem resolution.

Rationale: (See CONCLUSIONS C, Regulations, Page 99)

9. That participation in all options (Models) be voluntary using a combination of a first-come, first-served basis and a lottery, with built-in guarantees to prohibit deliberate segregation.

Rationale: (See CONCLUSIONS C, Integration, Page 100)

10. That Education Voucher Models be housed in any or a combination of, the following types of facilities:

- a. Rental space
- b. Non-school space (storefronts)
- c. Unused School space
- d. Community Centers

Rationale: (See CONCLUSIONS A, Location of Models, Page 95)

11. That development of new community schools be encouraged during the Model implementation stage.

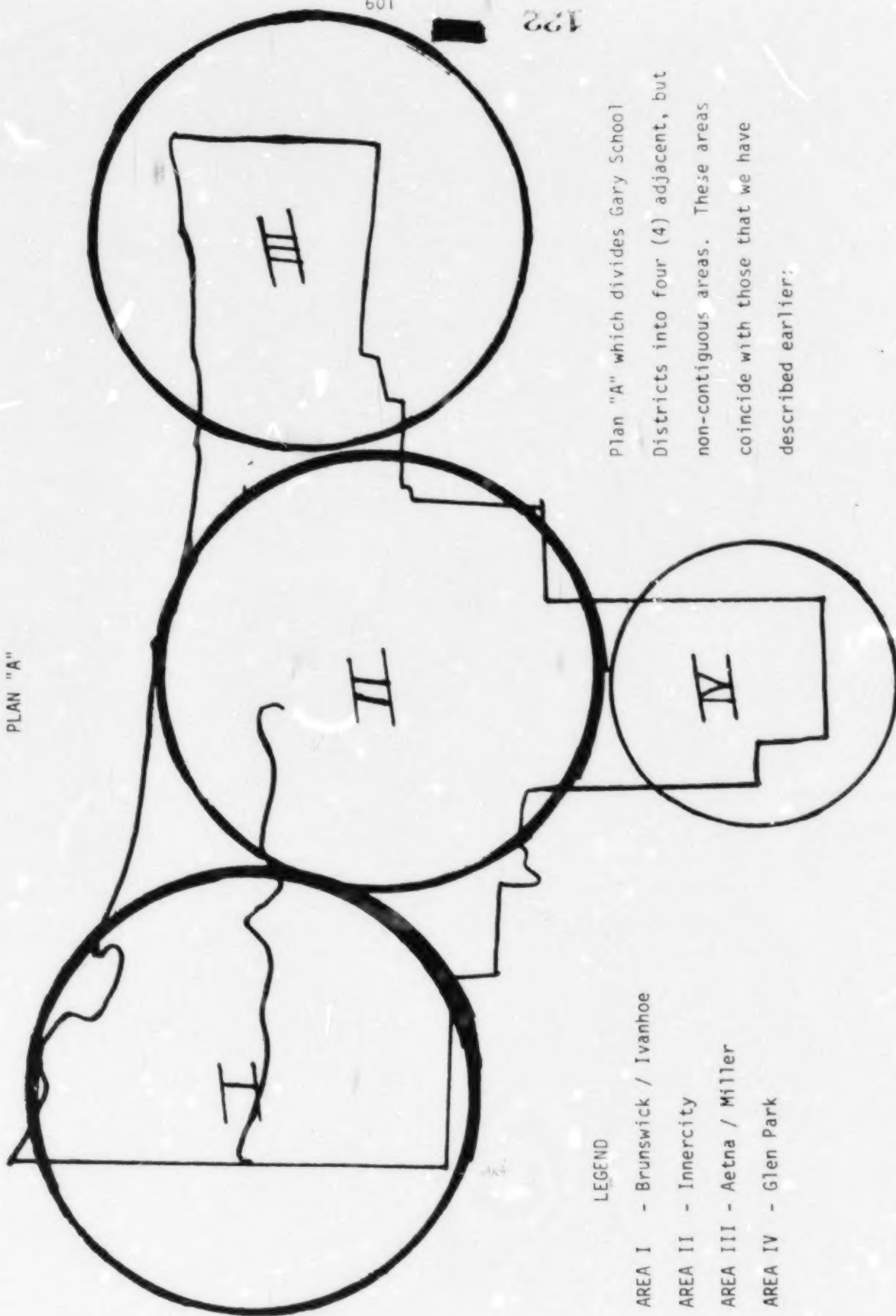
Rationale: (See CONCLUSIONS B, Awareness and Acceptance, Page 97)

It is also recommended that the plans for target area selection be considered as shown on Maps 4.1 - 4.2 - 4.3 on the following pages.

We believe that these plans will allow for maximum assertion of community interest and the development of pedagogical models to meet specific community needs.

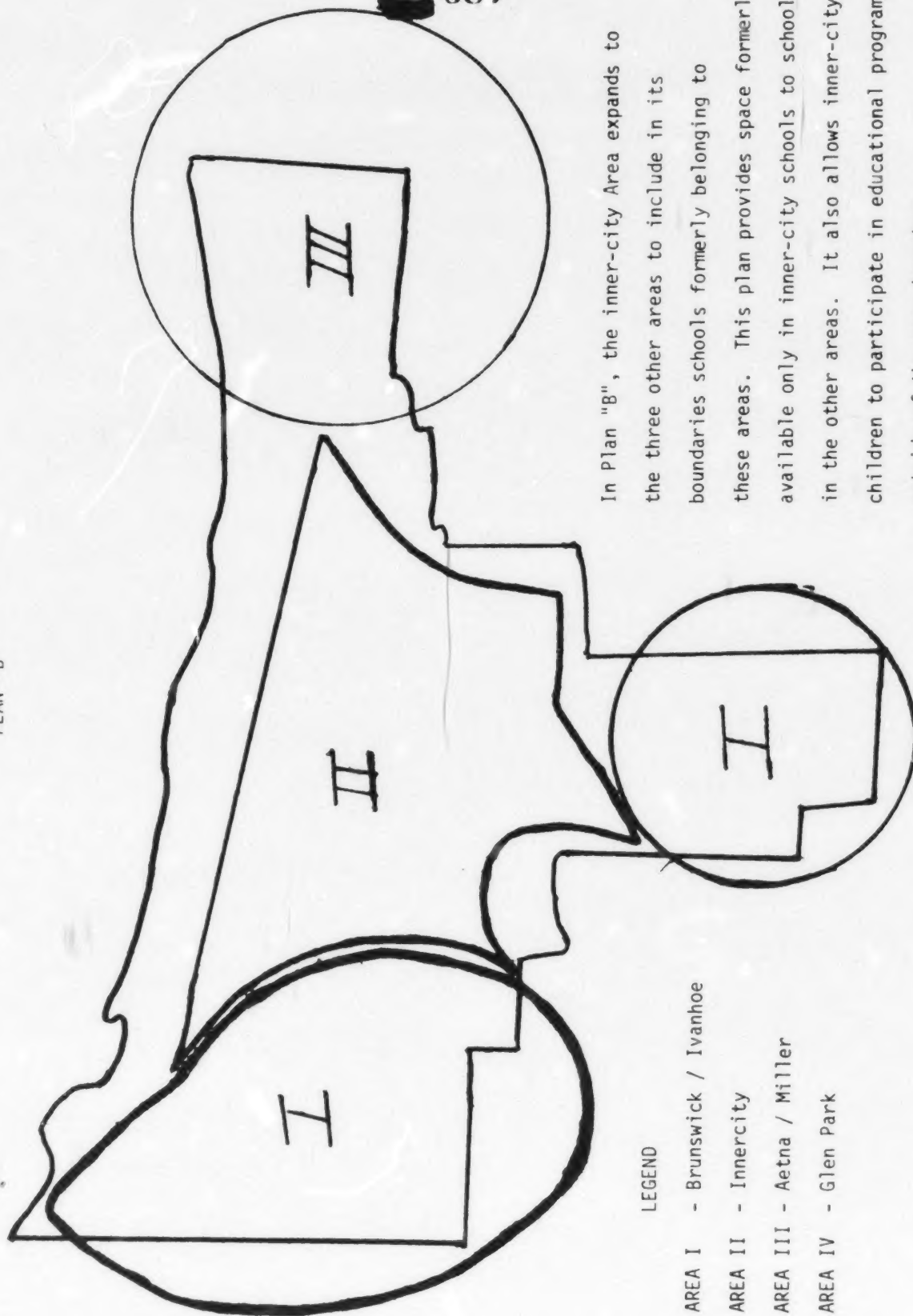
PROPOSED TARGET AREAS

PLAN "A"



PROPOSED TARGET AREAS

PLAN "B"



LEGEND

- AREA I - Brunswick / Ivanhoe
- AREA II - Innerscity
- AREA III - Aetna / Miller
- AREA IV - Glen Park

In Plan "B", the inner-city Area expands to the three other areas to include in its boundaries schools formerly belonging to these areas. This plan provides space formerly available only in inner-city schools to schools in the other areas. It also allows inner-city children to participate in educational programs outside of the area boundary.

4.3

PLAN "C"



LEGEND

- I - Brunswick / Ivanhoe
- II - Innerscity
- III - Aetna / Miller
- IV - Glen Park

Plan "C" limits schools, though
pation, to the expanded inner-ci
plan takes into account that the
or no school space available in

AREA I - Brunswick / Ivanhoe
AREA II - Inncity
AREA III - Aetna / Miller
AREA IV - Glen Park

Plan "c" limits schools, though not participation, to the expanded inner-city area. This plan takes into account that there is little or no school space available in the other areas.